

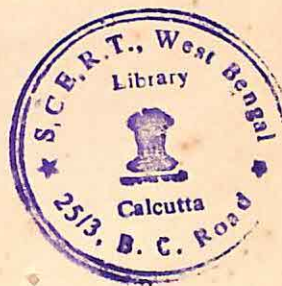
J. C. AGGARWAL

**MAJOR
RECOMMENDATIONS**
OF
THE EDUCATION COMMISSION
1964-1966

ARYA BOOK DEPOT, NEW DELHI

MAJOR RECOMMENDATIONS
OF
THE EDUCATION COMMISSION
[1964-66]
(Including Selected Passages and Comments)

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**I have not Appointed the Commission to Read a Learned
Essay on Education**



Shri M. C. Chagla, Union Education Minister

Unassuming-Simple—A Distinguished Scholar



**Shri D. S. Kothari, Chairman of the Education Commission
and University Grants Commission**

An Eminent Educational Administrator



Shri P.N. Kirpal, A Member of the Commission, Educational Adviser
and Secretary to the Ministry of Education, Government of India

He Works Round the Clock



Shri J. P. Naik, Secretary, Education Commission

The Education Commission (1964-66) at Work

The Education Commission was appointed by the Government of India by Resolution dated 14 July, 64 :

to advise Government on the national pattern of education and on the general principles and policies for the development of education at all stages and in all aspects.

RESOLUTION OF THE GOVERNMENT OF INDIA SETTING UP THE EDUCATION COMMISSION AS MODIFIED UP TO-DATE

1. The Government of India, ever since the attainment of independence, have given considerable attention to the development of a national system of education rooted in the basic values and the cherished traditions of the Indian nation and suited to the needs and aspirations of a modern society. While some advances have been made in these directions, the educational system has not generally evolved in accordance with the needs of the times, and a wide and distressing gulf continues to persist between thought and action in several sectors of this crucial field of national activity. In view of the important role of education in the economic and social development of the country, in the building up of a truly democratic society, in the promotion of national integration and unity, and above all, for the transformation of the individual in the endless pursuit of excellence and perfection it is now considered imperative to survey and examine the entire field of education in order to realise within the shortest possible period a well balanced, integrated and adequate system of national education capable of making a powerful contribution to all spheres of national life.

2. The attainment of independence ushered in a new era of national development founded upon the adoption of a secular democracy, not only as form of government but also as a way of life; the determination to eliminate the poverty of the people and to ensure a reasonable standard of living for all, through modernisation of agriculture and rapid development of industry; the adoption of

modern science and technology and their harmonising with traditional spiritual values; the acceptance of a socialistic pattern of society which will secure equitable distribution of wealth and equality of opportunity for all in education, employment and cultural advancement. Greater emphasis came to be placed on educational development because of the realisation that education, especially in science and technology, is the most powerful instrument of social transformation and economic progress and that the attempt to create a new social order based on freedom, equality and justice can only succeed if the traditional educational system was revolutionised, both in content and extent.

3. Quantitatively, education at all levels has shown a phenomenal development in the post-independence period. In spite of this expansion, however, there is widespread dissatisfaction about several aspects of educational development. For instance, it has not yet been possible to provide free and universal education for all children upto 14 years of age. The problem of mass illiteracy continues to be immense. It has not been possible to raise standards adequately at the secondary and university stages. The diversification of curricula in secondary and higher education has not kept pace with the times so that the problems of educated unemployment has been intensified on the one hand while, on the other, there is an equally acute shortage of trained manpower in several sectors. The remuneration and service conditions of teachers leave a great deal to be desired; and several important academic problems are still matters of intense controversies. In short, qualitative improvement in education has not kept pace with quantitative expansion, and national policies and programmes concerning the quality of education, even when these were well conceived and generally agreed to, could not be implemented satisfactorily.

4. The Government of India are convinced that education is the key to national prosperity and welfare and that no investment is likely to yield greater returns, than investment in human resources of which the most important component is education. Government have also decided to mobilise all the sources of science and technology which can only be done on the foundation of good and progressive education and, to that end, to increase considerably their total investment in the development of education and scientific research. The nation must be prepared to pay for quality in education and from the value attached to education by all sectors of the people it is clear that they will do so willingly.

5. It is desirable to survey the entire field of educational development as the various parts of the educational system strongly interact with and influence one another. It is not possible to have progressive and strong universities without efficient secondary schools and the quality of these schools is determined by the functioning of elementary schools. What is needed, therefore, is a synoptic survey and an imaginative look at education considered as a whole and not

fragmented into parts and stages. In the past several Commissions and Committees have examined limited sectors and specific aspects of education. It is now proposed to have comprehensive review of the entire educational system.

6. While the planning of education for India must necessarily emanate from Indian experience and conditions, Government of India are of the opinion that it would be advantageous to draw upon the experience and thinking of educationists and scientists from other parts of the world in the common enterprise of seeking for the right type of education which is the quest of all mankind, specially at this time when the world is becoming closely knit together in so many ways. It has, therefore, been decided to associate with the Commission, either as Members or as Consultants, some eminent scientists and educationists from other countries. The United Nations Educational, Scientific and Cultural Organisation has provided three members for the Commission, viz., Mr. Jean Thomas, Inspector General of Education, France and formerly Assistant Director General of UNESCO, Prof. Shumovsky, Director Methodological Division, Ministry of Higher and Special Secondary Education, RSFSR, Moscow and Professor of Physics, Moscow University, and Professor Sadatoshi Ihara, Professor of the First Faculty of Science and Technology, Waseda University, Tokyo, who have since joined the Commission. It is expected that the collaboration of some eminent scientists and educationists, as Consultants, with the work of the Commission, will also be forthcoming. Negotiations are in progress with some more specialists and additions of names of foreign Consultants will be notified from time to time. In addition, the Commission has been authorised to invite from time to time such other Consultants in India in relation to any aspect of its enquiry as it may consider necessary.

7. For the purposes outlined in the foregoing paragraphs Government of India have decided to set up an Education Commission.

8. The Commission will advise Government of India on the national pattern of education and on the general principles and policies for the development of education at all stages and in all its aspects. It need not, however, examine the problems of medical or legal education, but such aspects of these problems as are necessary for its comprehensive enquiry may be looked into.

9. The Commission will submit its final report as early as possible and not later than the 31st March, 1966. Where immediate implementation of certain programmes is necessary the Commission may also submit, from time to time, interim reports dealing with limited sectors of or problems of education. Government are anxious that the implementation of agreed recommendations about specific matters of importance shall on no account be held up until the completion of the Commission's work. On the other hand its expert

advice and guidance should be continuously available to those charged with the responsibility for implementing educational programmes and policies.

'The Commission began its task on October 2, 1964, Mahatma Gandhi's birthday, and submitted its report on June 29, 1966 to the Union Education Minister.

The Commission set up 12 Task Forces and 7 Working Groups :

Task Forces

1. Task Force on School Education.
2. Task Force on Higher Education.
3. Task Force on Technical Education.
4. Task Force on Agricultural Education.
5. Task Force on Adult Education.
6. Task Force on Science Education and Research.
7. Task Force on Teacher Training and Teachers' Status.
8. Task Force on Student Welfare.
9. Task Force on New Techniques and Methods.
10. Task Force on Manpower.
11. Task Force on Educational Administration.
12. Task Force on Educational Finance.

Working Groups

1. Working Group on Women's Education.
2. Working Group on the Education of Backward Classes.
3. Working Group on School Buildings.
4. Working Group on School Community Relations.
5. Working Group on Statistics.
6. Working Group on Pre-Primary Education.
7. Working Group on School Curriculum.

The Commission spent about hundred days in going round all the States and some Union Territories. It visited universities, colleges and schools ; and held discussions with teachers, educationists, administrators and students. It convened two conferences of university student representatives to have the advantage of personal discussion with them about academic problems generally and more specifically about student welfare and discipline. It found these conferences of real value.

The Commission interviewed men and women distinguished in public life, scientists, industrialists and scholars in different fields and others interested in education. Altogether the commission interviewed about 9,000 persons. It invited written evidence, memoranda and replies to its questionnaire, organised seminars and conferences, commissioned a number of special studies and also conducted a few special enquiries such as socio-economic background of students admitted to educational institutions, working days, in schools and colleges. The total number of memoranda and notes sent to the Commission was over 2400.

The Commission had the benefit of discussions with a number of internationally well known consultants. These names may be mentioned in particular.

- (1) Professor P.M.S. Blackett, President of the Royal Society (U.K.).
- (2) Sir Christopher Cox.
- (3) Lord Robbins, President, British Academy.
- (4) Professor Frederick Seitz, President of the US Academy of Sciences.
- (5) Dr. James E. Allen Jr. Commissioner, State Education Dept., New York.
- (6) Prof. S. Dedijer (Sweden).
- (7) Dr. J. Capelle (France).
- (8) A.D. Alexandrov (U.S.S.R.).
- (9) V.G. Rentoo (U.S.S.R.).

The Commission called on the President, Vice-President and the Prime Minister and had the benefit of discussions with them. The Commission had discussions with the Minister for Education and some of his other Cabinet colleagues, and with the Deputy Chairman of the Planning Commission and Member Incharge of Education and some of the other Members of the Commission. During their visits to the States, the Chief Ministers and Education Ministers and also their other colleagues, gave the commission time generously. Several discussions were held with Secretaries to the State Governments concerned on various aspects of education and with finance. Among the non-officials, the commission had discussions with the President of the Indian National Congress, Members of Parliament and State Legislatures, Vice-Chancellors, educationists, industrialists and journalists.

A number of distinguished international educators were associated with the Commission as Members and as its Associate-Secretary. Professor H.L. Elvin (U.K.), S. Ihara (Japan), R. Revelle (U.S.A.), S.A. Shumovsky (U.S.S.R.), and Jean Thomas (France) served as full

members of the Commission. Mr. J. F. McDougall (Unesco Secretariat) served as Associate Secretary throughout the work of the Commission.

COMMISSION PAYS GLOWING TRIBUTES TO MR. J. P. NAIK

"We cannot conclude our acknowledgements without expressing our indebtedness to Shri J. P. Naik, Member-Secretary of the Commission. His unrivalled knowledge of educational problems and statistics and his indefatigable energy, have been a source of unfailing strength and inspiration ; and we owe more to him than any one else that the work of the Commission should be brought to completion within the allotted time."

Three Parts of the Report

The report entitled 'Education and National Development' is divided into three parts.

The first part covers Chapters I—VI and deals with general aspects of educational reconstruction which are common to all states and sectors of education such as the reorientation of the educational system to national objectives, structural reorganisation, improvement of teachers, enrolment policies and equalisation of educational opportunities.

The second part covers Chapters VII—XVII and deals with the different stages and sectors of education and is further divided into four sections. Section I comprises of Chapters VII—X on some aspects of school education such as problems of expansion, curriculum, teaching methods, guidance and evaluation and administration and supervision. Section II includes Chapters XI—XIII and deals with some aspects of higher education such as the establishment of major universities, programmes of qualitative improvement, enrolments and university governance. Section III consists of Chapters XIV—XVI and deals with science education, scientific research and the preparation of trained personnel needed for modernisation of agriculture and development of industry. Section IV comprises of Chapter XVII, wherein problems of adult education including the liquidation of illiteracy, the development of library services and university extension have been dealt with.

The third part concerns problems of implementation. It has two chapters—Chapters XVIII which deals with Educational Planning and Administration and Chapter XIX dealing with Educational Finance.

MEMBERS OF THE COMMISSION

Dr. D. S. Kothari

Chairman, University Grants Commission ; Professor and Head of the Physics Department, Delhi University for many years ; Hono-

rary professor at the university and Scientific Adviser to the Minister of Defence from 1948 to 1961.

Shri A.R. Dawood

General Secretary, Anjuman-i-Islam, Bombay ; Served as Deputy Director of the Field Advisory Staff of the All-India Council of Secondary Education.

Mr. Herbert Lionel Elvin

Director of the University of London Institute of Education ; Fellow of Trinity Hall, Cambridge (1930-44) ; Formerly Member of the University Grants Committee (1946).

Shri R.A. Gopalswami, I.C.S. (Retd)

Director of the Applied Manpower Research Institute, New Delhi ; Previously Chief Secretary to the Madras Government.

Dr. V.S. Jha

Previously Director of Public Instruction and later Education Secretary to the Government of Madhya Pradesh ; Vice-Chancellor, Banaras Hindu University (1956-60) ; First Director, Commonwealth Education Liaison Unit, London.

Shri P.N. Kirpal

Secretary and Educational Adviser to the Government of India in the Ministry of Education ; Director, National Council of Educational Research and Training ; and Secretary-General, Indian National Commission for Unesco.

Shri M.V. Mathur

University Professor and Head of the Department of Economics and Public Administration, University of Rajasthan ; Dean of the Faculty of Arts since 1962 ; Member of the Third Finance Commission ; Director of Industrial Finance Corporation of India, New Delhi.

Dr. B.P. Pal

Director, Indian Agricultural Research Institute, New Delhi ; Has been a member of various Indian scientific delegations to foreign countries ; Awarded *Padma Shri* in 1958 ; Recipient of Rafi Ahmed Kidwai Prize for Agricultural Botany in 1960 and Birbal Sahni Medal for Botany in 1962.

Kumari S. Panandikar

Principal, College of Education and Head of the Post-Graduate Department of Education at Karnatak University, Dharwar ; Member, Central Advisory Board of Education ; Previously Director of Education, Bombay State ; Director of Extension Programme for Secondary Education, Delhi (1959-60).

Dr. Roger Reville

Director, Scripps Institution of Oceanography ; Chairman of the committee appointed by the U.S. President to report on land and water development in the Indus Plain.

Shri K.G. Saiyida'in

Visiting Professor of Education, Stanford University, 1964 ; Senior Scholar, East-West Centre, Hawaii (1963-64) ; Secretary and Educational Adviser to the Govt. of India, Ministry of Education ; Educational Adviser to Rampur State ; Chairman, Executive Board of the Indian National Commission for Cooperation with Unesco ; Chairman, International Commission on Educational Reorganisation for Sudan.

Mr. Jean Thomas

Inspector-General of Education, France ; Assistant Director-General, Unesco.

Shri J.P. Naik

From 1959-64, Adviser on Primary Education to the Ministry of Education, Government of India ; Previously associated with the Bombay Education Department ; Specialist on Primary Education.

Consultants**Prof. P.M.S. Blackett**

Professor of Physics, Imperial College of Science and Technology since 1953 ; Pre-Rector since 1961 ; Fellow of several distinguished societies ; Member, Scientific Policy Committee of European Organisation for Nuclear Research (1954-58) ; President, British Association for the Advancement of Science (1957-58).

Sir Willis Jackson

Professor of Electrical Engineering, Imperial College of Science and Technology (1946-53 and 1961) ; Member, Central Advisory Council for England, Ministry of Education (1945-48) ; Member, Scientific Advisory Council, Ministry of Supply (1947-54) ; Member University Grants Committee ; President, Association of Supervising Electrical Engineers (1961-63).

Dr. Frederick Seitz

Professor of Physics, University of Illinois ; Chairman, Naval Research Advisory Council ; Chairman, Governing Board, American Institute of Physics (1954-59).

Selected Passages from the Commission's Report

Destiny of India in the Class-rooms

The destiny of India is now being shaped in her class-rooms. This, we believe, is no more rhetoric. In a world based on science and technology, it is education that determines the level of prosperity, welfare and security of the people. On the quality and number of persons coming out of schools and colleges will depend our success in the great adventure of national reconstruction whose objectives are to raise substantially the standard of living of our people and to create a new social order based on the human values of the dignity of the individual, freedom, equality and justice.

Objectives of Education

The most important and urgent reform needed in education is to transform it, to endeavour to relate it to the life, needs and aspirations of the people and thereby make it a powerful instrument of social, economic and cultural transformation necessary for the realisation of the national goals. For this purpose, education should be developed so as to increase productivity, achieve social and national integration, strengthen democracy, accelerate the process of modernisation and cultivate social, moral and spiritual values.

Education as the Basis of National Security

No nation can leave its security only to the police and the army; to a large extent national security depends upon the education of citizens, their knowledge of affairs, their character and sense of discipline and their ability to participate effectively in security measures.

Reconstruction of Indian Education

Indian education needs a drastic reconstruction almost a revolution. We need to bring about major improvement in the effectiveness of primary education; to introduce work experience as an integral element of general education; to vocationalise secondary education, to improve the quality of teachers at all levels and to provide teachers in sufficient strength; to liquidate illiteracy; to strengthen centres of advanced study and strive to attain in some of our universities at least higher international standards; to lay special emphasis on the combination of teaching and research; and to pay particular attention to education and research in agriculture and allied sciences. All this calls for a determined and a large scale action. Tinkering with the existing situation, and moving forward with faltering steps and lack of faith can make things worse than before by disturbing the old equilibrium.

Education and Modernisation

In a modern society, knowledge increases at a terrific pace and social change is very rapid. This needs a radical transformation in the educational system. Education is no longer taken as concerned primarily with the imparting of knowledge or the preparation of a finished product, but with the awakening of curiosity, the development of proper interests, attitudes and values and the building up of such essential skills as independent study and capacity to think and judge for oneself. This also involves a radical alteration in the methods of teaching and in the training of teachers.

To modernise itself, a society has to educate itself. Apart from raising the educational level of the average citizen, it must try to create an intelligentsia of adequate size and competence, which comes from all strata of society and whose loyalties and aspirations are rooted to the Indian soil.

Manpower Needs

If India is to achieve its targets of economic growth, it must have an adequate supply of educated specialists for each category of job to be performed . . . We believe that estimates of future manpower needs form a useful basis for regulating enrolment patterns above the primary level.

Manpower Planning

A dearth of competent and trained manpower is now felt in nearly every branch of national life; and is probably one of the

biggest bottlenecks to progress. Poor as we are financially, the poverty of trained intellect is still greater. We might do well to remember Whitehead's warning : "In the modern world the rule is absolute—any race which does not value trained intelligence is doomed."

Promotion of National Consciousness

Promoting national consciousness should be an important objective of the school system. This should be attempted through the promotion of understanding and re-evaluation of our cultural heritage and the creation of a strong driving faith in the future towards which we aspire.

The Need for Wider Perspective

Significant problems of life cannot be solved in isolation. The planning of education is no exception to this general rule and, in our opinion, it may not be possible to find a satisfactory solution to it unless wider issues are solved. For instance, if manpower planning is to be successful in the sense that there would be a trained man available for every job to be done and that an appropriate job would be available for every educated person, it is necessary to prepare an integrated plan of development—a plan which will consist of three parts : family planning, economic development and educational reconstruction.

Science-based Education

There is, of course, one thing about which we feel no doubt or hesitation : education, science-based and in coherence with Indian culture and values, can alone provide the foundation as also the instrument for the nation's progress, security and welfare.

Harmony between the Values of Science and Spirit

We believe that India strive to bring science and the values of spirit together, and in harmony, and thereby pave the way for the eternal emergence of a society which would cater to the needs of the whole man and not only to a particular fragment of his personality.

Science as an Integral Part of Our Cultural Heritage

If science is to be pursued with full vigour and zest and is to become a mighty force in the Indian renaissance, it must derive its

'nourishment' from our cultural and spiritual heritage and not bypass it. Science must become an integral part of our cultural and spiritual heritage. Science must become an integral part of our cultural fabric. It is possible that when science takes root in native soil, and is no longer an exotic plant, its growth pattern may be visibly influenced by those features which have been characteristic of Indian philosophic thought and civilization. Part of the science 'fashion' may be set by us reflecting Indian ethos and value judgements. Let us also remember that thinking and creativity has a considerable element of the preconscious.

True Science

A vitalized study of science with its emphasis on open-mindedness, tolerance and objectivity would inevitably lead to the development of a more secular outlook, in the sense in which we use the word, amongst those who profess different religions.

Identification of Our Own Problems

Since an underdeveloped country cannot aspire to match the levels of per capita educational expenditure of the developed ones, the problems of educational reconstruction in India can be tackled only on the basis of an approach which meets our special requirements, because a mere imitation of some of the techniques and programmes of education in developed societies will not meet our requirements. The complexity of our problems, and the necessity of connecting education with the living problems, particularly productivity, have to be identified and solutions worked out which take care of the specific needs of our country. It is our firm view that while a careful study of programmes of other countries is essential, and that we should draw upon their experiences for working out our educational policies as far as possible, there is no substitute for the original, hard and serious thinking involved in a sustained and serious effort to make our meagre resources go the longest way possible.

People's Participation in Developmental Programmes

One of the major planks in the strategy of a society which is determined to achieve economic development, social transformation and effective social security should be to educate its citizens to participate in its developmental programmes willingly, intelligently and efficiently. This is particularly urgent in a society in which masses of people have missed schooling and in which the education given has been irrelevant to the developmental needs. The farmer who tills the soil or the worker who turns the machine must understand the

nature of the soil and the machine and acquire some acquaintance with the scientific processes involved in the production in order to be able to adopt new practices and improve upon them. Mere persuasion or coercion cannot arrest population growth; people must understand the implications of unchecked increase in population, acquire some knowledge of the laws of life and appreciate individual responsibility in programmes of family planning.

School Improvement Movement

In our opinion, therefore, the emphasis in this movement should be, not so much on physical resources, as on motivating these human agencies to make their best efforts in a co-ordinated manner for the improvement of education, and thereby offset the shortcomings in the physical resources. There are a large number of programmes which an educational institution can undertake on the basis of human effort and in spite of paucity of physical resources. These include: reduction in stagnation and wastage; improvement of teaching methods; assistance to retarded students; trying out new techniques of work: improved methods of organising the instructional programme of the school; and increasing the professional competence of teachers through programmes of self-study. It is the planning and implementation of programmes of this type that should be emphasized. The second is that an intensive effort should be made to improve the facilities provided in schools through the co-operation of the local community. Very good work in this respect has been done in the Madras State where school improvement conferences have been organized for some years and large-scale assistance from the offices of the Department, and making them service and supervision centres for all schools, and retaining the State level Directorates only for general co-ordination and policy-making. This is the only way in which the weaknesses of the present departmental administration—rigidity, distance from schools, lack of contact with the local communities, emphasis on control rather than on service, etc.—can be remedied.

Elasticity and Dynamism in the Educational System

In a modern society where the rate of change and of the growth of knowledge is very rapid, the educational system must be elastic and dynamic. It must give freedom to its basic units—the individual pupil in a school, the individual teacher among his colleagues, and the individual school (or cluster of schools) within the system to move in a direction or at a pace which is different from that of other similar units within the system without being unduly hampered by the structure of the system as a whole. In this process, the freedom of the teachers is the most vital; it is almost synonymous with the freedom of the school, for the pupils can rarely be freer than the men

and women who teach them. It will, therefore, be quite in order to equate the elasticity and dynamism of an educational system basically with the freedom of teachers.

Intelligent Planning and Continuity of Effort

The secret of success in such a programme will depend upon intelligent planning and continuity of effort. It is essential to give an orientation to all officers of the Education Department and all headmasters of schools in the preparation of such plans. Success will also depend on the programme being a nation-wide movement or, at least, a state-wide movement—taken up earnestly by the Ministry of Education at the Centre and by the Education Departments in the States.

Involvement of Human Factors

No comprehensive programme of educational development can ever be put across unless it involves every educational institution and all the human factors connected with it—its teachers, students and the local community—and unless it provides the necessary inducements to make them put in their best efforts. For various reasons, this involvement does not take place and the motivation is not created at present. The main objective of this programme is to create these factors which have a large share in determining standards.

The Creation of the Common School System of Public Education

The main problem before the country is to evolve a common school system of public education which would cover all parts of the country and all stages of school education and strive to provide equality of access to all children. This system will include all schools conducted by government and local authorities and all recognised and aided private schools. It should be maintained at an adequate level of quality and efficiency so that no parent would ordinarily feel any need to send his child to the institutions outside the system such as independent or unrecognised schools. This is the goal which the country should strive to reach, and a number of steps will have to be taken for its early realization.

Tuition-free Education

The ultimate goal should be to provide tuition free education at the school stage. From this point of view, tuition fees will have to

be abolished in a phased programme—fees at the primary stage being abolished by the end of the Fourth Plan and those at the lower secondary stage by the end of the Fifth Plan.

Provision of Liberal Scholarships

On grounds of social and national integration, we believe that all the children of the country should study in the common school system of public education, because this experience is extremely significant for their development as citizens. To encourage this trend in the national interest, we recommend that the public scholarships at the school stage, *i.e.* those given by government and local authorities, should be tenable only in a school functioning within the common school system of public education which will ultimately charge no fees and to which every child shall have access. This will not cause any hardship, because it is mostly the children of the rich persons who will be attending the independent schools and they will not be in need of any such scholarships.

Need for a Radical Reform of School Curriculum

The explosion of knowledge in recent years and the reformulation of many concepts in the sciences have highlighted the inadequacy of existing school programmes and brought about a mounting pressure for a radical reform of school curriculum. A unified approach should be taken to the framing of the entire school curriculum, a new definition of the content of general education and a new approach to the place of specialisation.

Challenging School Curricula

Most of the curricular revision attempted so far has been of an *ad hoc* character—not generally preceded by careful research, not based on adequate expertise and not followed by such necessary supporting measures as the preparation of learning materials, the orientation of teachers or the provision of the needed physical facilities. What is worse, the curricula are prepared at the State level and are prescribed uniformly for all the schools in the State. Such a procedure cramps the freedom of headmasters and teachers and renders experimental work almost impossible. It also makes curriculum revision very difficult and infrequent. This problem which faces education at all stages is particularly acute at the school level. It is this weakness of school education that compels colleges to spend time on what is essentially school work; and the content of higher

education cannot be adequately deepened until the school curricula are upgraded and made more challenging.

Ten-years of General Education

Our overall concept is that general education requires strengthening in the areas of science, work experience and moral and spiritual values, and new orientation in some other areas. It should cover ten years of undifferentiated schooling before some specialisation begins. It should not be too sharply divided from vocational education. To be successful, these reforms require a reorientation in teaching methods, evaluation and guidance.

Teachers' Status and National Development

The efficiency of teaching profession and its contribution to national development in general and educational improvement in particular, will depend largely on its social status and morale. This will in the turn depend on two interrelated factors—economic status and civic rights of teachers and their professional competence, character and sense of dedication.

Teachers' Status

Intensive and continuous efforts are necessary to raise the economic, social, and professional status of teaching and to feed back talented young persons into the profession.

Public Offices and Teachers

Teachers should be free to exercise all civil rights and should be eligible for public office at the local, district, state or national level. No legal restriction should be placed on their participation in election, but when they do so, they should be expected to proceed on leave.

Relating Salaries to Costs of Living

All teacher salaries should be reviewed every five years and the dearness allowance paid to teachers should be related to that paid to government servants.

Welfare Services

A general programme of welfare services for all school teachers should be organised in each State and Union Territory, the funds being contributed by both teachers and the State on a matching basis. The fund should be administered by Joint Committees of representatives of teachers and government.

Professional Preparation of Teachers

The professional preparation of teachers, being crucial for the qualitative improvement of education in general should be treated as a key area in educational planning and adequate financial and administrative provision be made for it, at the State and Central levels.

Supervision—Sympathetic and Imaginative

A sympathetic and imaginative system of supervision and administration can initiate and accelerate educational reform. On the other hand, a rigid bureaucratic approach can stifle all experimentation and creativity and make any educational reconstruction almost impossible.

Inspectors as the Key Figures

The inspectors are the key figures in any reform of classroom practice. They are *Authority*, present and obvious. They should be consulted from the beginning, should know that their criticisms and suggestions carry weight, and should be made to feel that the proposed changes are, in some measure, *their* reforms. A school system can be no more elastic or dynamic than the inspectors will let it be. This is why the in-service education of inspecting officers assumes great significance.

District Education Officer as a Leader

It is hardly necessary to emphasize the importance of the District Education Officer and his establishment at the district level. He is charged with leadership function in relation to the district as the Director is in relation to the State. He supervises the Educational institutions at the school level and is assisted by one or more deputy inspectors and a number of assistant or sub-deputy inspectors who are responsible for the inspection of primary schools.

Freedom to Headmasters

The general principles should be to select the headmasters carefully, to train them properly, to trust them fully and to vest them with necessary authority. They might commit mistakes as human beings do. But unless the freedom to commit mistakes is given, no headmaster will be able to take deep interest in the school and in its improvement.

Elasticity and Experimentation

Another precondition for the success of a programme of this type is to encourage initiative, creativity and experimentation on the part of teachers and institutions. One of the weaknesses of our existing educational system is its rigidity which practically denies freedom for experimentation to teachers and institutions. What is needed is a decentralized approach which can permit each institution (or at least *A Group of Institutions*) to go ahead at its own pace and try out new ideas. This is not possible in the existing system where educational plans are prepared with the State as a unit and where all that is expected on the part of teachers and institutions is in conformity. In the proposal made above, Government has to regard each institution as a unit in itself, having an individuality of its own, and to help it to grow at its own pace and in its own individual manner. This will make it possible for teachers to participate in the joy of creation and will motivate them to more intensive efforts at qualitative improvement.

Mastery of the Subject-matter

Nothing reduces a teacher's sense of security or his willingness to take advantage of freedom so seriously as does his ignorance of the subject-matter he has to teach. If he is only a few lessons ahead of his class he dare take no risks, and finds safety in the old routine of rote memorizing. Increasing the teachers level of general education is, in general, the surest way of ensuring that some of them will adopt livelier and more meaningful methods of teachers.

Supervision as the Backbone of the Educational Improvement

Supervision being in a sense the backbone of educational improvement, it is imperative that the system of supervision should be revitalised.

Language Policy

The development of an appropriate language policy for the education system can materially assist in social and national integration.

Importance of mother tongue. Mother tongue has a pre-eminent claim as the medium of instruction at the school and college stages. Moreover, the medium of instruction at the school and higher education should generally be the same. The regional languages should, therefore, be adopted as the medium of instruction at the higher stage.

Evaluation

'Evaluation as a continuous process, forms an integral part of the total system of education and is intimately related to educational objectives. It exercises a great influence on the pupil's study habits and the teacher's methods of instruction and thus helps not only to measure educational achievement but also to improve it. Techniques of evaluation should, therefore, be valid, reliable, objective and practicable.

Reading with proper Understanding

We would like to emphasize one important aspect of education at this stage, *viz.*, reading with understanding. If proper foundation for this are not laid at this level, the entire future education of the child will receive an irreparable set-back. No adequate attention has been paid so far to research in beginning reading, to the evolution of proper methods of teaching reading to young children with phonetic scripts which the Indian Languages have, to the preparation of graded vocabularies, the designing of primers and readers for Class I, and to the evolution of tests of reading readiness or competence. It has not yet been possible to organize the proper training of teacher educators at the primary level in these matters and the average primary teacher generally tries to teach reading in a rule-of-thumb manner. It is the neglect of this crucial area that is responsible for a good deal of stagnation at the lower primary stage. We recommend that a study of these problems should be developed in all parts of the country.

The new Curriculum and Basic Education

The essential principles of basic education, namely, productive activity and the environment, and contact with local community, are so important that they should guide and shape the educational

system at all levels, and these principles constitute the essence of the proposals made in this report. Therefore, no one stage of education need to be designated as basic education.

Pre-Primary Education

Pre-primary education is of great significance to the physical, emotional and intellectual development of children, especially those with unsatisfactory home backgrounds.

Improvement in the Quality of Primary Education

The most important programme during the next ten years is to improve the quality of primary education and to reduce stagnation and wastage to the minimum by the end of 1976 at the lower primary stage, and by 1986 at the higher primary stage.

Constitution is Correct

We have examined this problem very carefully. We are not in favour of fragmenting education and putting one part in the concurrent and the other in the State list—education should, under any circumstances, be treated as a whole. We are also of the view that in a vast country like ours, the position given to education in the Constitution is probably the best because it provides for a Central leadership of a stimulating but non-coercive character. The inclusion of education in the concurrent list may lead to undesirable centralization and greater rigidity in a situation where the greatest need is elasticity and freedom to experiment. We are convinced that there is plenty of scope, within the present constitutional arrangement to evolve a workable Central-State partnership in education and that has not yet been exploited to the full. The case for amending the Constitution can be made only after this scope is fully utilized and found to be inadequate. All things considered, we recommend that an intensive effort be made to exploit fully the existing provisions of the Constitution for the development of education and evolution of a national educational policy. The problem may then be reviewed again after, say, ten years.

Different Levels of Priorities

Education is essentially a responsibility of the State Governments. But it is also a national concern and in certain major

sectors, decisions have to be taken at the national level. This implies the need to regard education as a Centre-State partnership. On the other hand, it is necessary to remember that education which concerns every parent and every family has to be taken as close to the people as possible and that its administration can be best conducted by or in close association with local communities. This implies that educational planning has to be decentralized to the district level and still further down to the level of each institution. The process of educational planning in a federal democracy like ours has thus to be the right blend of centralization, in the appropriate sectors, with a large amount of decentralization in other sectors and especially in administration. Care should, however, be taken that the parts fall coherently into the totality of a broad national plan, and all discordant features and contradictions are eliminated. For this purpose, it will be necessary to devise an effective machinery of coordination. This is the direction in which administration has to strive and planning has to grow.

Planning at the Institutional Level

One of the major weaknesses of our system of planning is that it begins at the top and hardly ever descends down to the institutional level. Consequently, most of our schools remain unconcerned with the educational development plans prepared at the state or national levels. Very often, they are not even aware of these plans and of their policies and programmes. It is imperative to change this situation. It is, of course true that, in order to avoid a waste of effort, some broad framework for the preparation of these plans would have to be supplied by the appropriate authorities at the State, district or block level. It should not be difficult to enable each school, within the resources likely to be available, to prepare a plan of optimal utilization and growth.

Planning the Location of Schools

A national policy for the location of new institutions of each category should be adopted so as to avoid waste and duplication. The new education survey should be used for the careful planning of the location of educational institutions.

Education Planning—A Proper Balance between Centralization and Decentralization

The crux of the problem of educational planning in India is to evolve a proper balance between centralization and decentralization and to develop a core of significant decisions in the best national interest in the midst of a multiplicity of authorities at different levels

S.C.E.R.T., West Bengal

Date.....

25/8/84



making decisions on all aspects of the problem. This is not an easy task and as there is little similar experience to guide us, we will have to evolve our own techniques in most cases.

Guidance

One of the main functions of guidance at the secondary level is to aid in the identification and development of the abilities and interests of adolescent pupils. It helps these pupils to understand their own strength and limitations and to do scholastic work at the level of their ability; to gain information about educational and vocational opportunities and requirements; to make realistic educational and vocational choices and plans based on a consideration of all relevant factors; and to find solution to their problems of personal and social adjustment in the school and the home. Guidance services also help headmasters and teachers to understand their students as individuals and to create situations in which the students can learn more effectively.

Guidance by all Teachers

We believe it is necessary that all secondary school teachers should be given some understanding of guidance concepts and simple guidance techniques as a part of the programme intended for every trainee. Special or advanced courses should be provided for those who wish to study the subject in depth. Every training college should have on its staff a person having at least the training considered essential for school counsellors. Provision should exist for the in-service training of the training college staff in guidance and counselling.

Moral and Spiritual Values

A serious defect in the school curriculum is the absence of provision for education in moral and spiritual values. In the life of the majority of Indians, religion is a great motivating force and is intimately bound up with the formation of character and the inculcation of ethical values. A national system of education that is related to the life, needs and aspirations of the people cannot afford to ignore this purposeful force. We recommend therefore that conscious and organised attempts be made for imparting education in social, moral and spiritual values with the help, wherever possible, of the ethical teachings of great religions.

Emphasis on National and World Unity

The syllabus in social studies should lay stress on the idea of national unity and the unity of mankind, throughout the school course, with due regard, of course, to the pupil's age and understanding. Stories of the great heroes of history who have helped mankind on the road to happiness should find a place in the primary history course ; but it is the achievements of the great Indians of the past that will figure prominently here. At the secondary stage, however, the history of India should be taught, wherever possible, in the context of world history. Some lessons should be included, at appropriate places, on salient features of world cultures and social development, such as ancient Greece and the Roman Empire, Arab and Chinese civilization, the Renaissance in Europe, great discoveries and inventions (like the printing machine and its effects on the spread of knowledge) the Industrial Revolution in England, the French Revolution, the Independence Movement in America, the awakening of nationalism in the nineteenth century, the development of socialism and the Trade Union movement, the Russian Revolution and the eradication of colonialism in Asia.

Adult Education and National Welfare

Adult education is by nature a voluntary activity ; the basic driving force is, therefore, the individual motivation of the adult. It may be clear to planners, educators and administrators that national security and integration, productivity and population control, health and general welfare of the people would improve through widespread adult education and training. This may not be so immediately apparent to the individual farmer or urban dweller that he would willingly sacrifice several hours in order to acquire such education. It is essential that the literacy programmes should be presented in ways which are meaningful to the adult and relate in clear and understandable way to the environment and to the conditions which he knows.

Advanced Study and Research

The industrialized countries have a much higher GNP per capita and thus can and do invest in education and research on a scale higher by orders of magnitude than in under-industrialized countries. Science and technical education are largely utilitarian. As such a highly industrialized country needs for the bulk of its scientists and engineers a much higher level of education and training than an under-industrialized country. At the present level of our national economy, the education of a vast majority of scientists and engineers cannot be at the level reached by the highly industrialized countries. However, when it comes to postgraduate studies and

research, and the training of those who will become leaders in their professions the standard of attainment must bear international comparisons. For our best we must aim to provide the best education according to international standards. The only way we can do this is through a most careful selection of subjects for advanced study and research, selection of the most able students for such courses, and by building a small number of centres of excellence and assigning to each of these resources exceeding a certain critical size. These centres will determine the general tone of scientific work in the country and would serve as 'growing points' for excellence.

Cost Per Student

In countries with a rising GNP, the cost of education has been rapidly increasing. This is due not only to an increase in the GNP but also because of the increase in the proportion of the GNP spent on education. Thus, for example, the US expenditure on higher education was 0.16 per cent of the GNP in 1900, it rose to 1.23 per cent in 1960. The expenditure per year per student in higher education rose from \$574 in 1930 to \$1,747 in 1960. The increased cost accounts for rise in salaries of teachers, better staff-student ratio and improvement in general facilities.

Let us for a moment go back to a comparison of the current investments in higher education in India and the U.K. It is less than Rs. 1,000 per student per year for India as against Rs. 20,000 for the U.K. Allowing for the big difference in staff salaries between the two countries, the investment on higher education per student per year in the U.K. is more than ten times that in India. The cost of scientific equipment is about the same in the two countries. Further, India has to import largely special apparatus required for advanced study and research. This needs foreign exchange which is in very short supply. It is apparent and inevitable that the standard attained in science and technology by an *average* student in India will be much below that reached by an average student in the U.K. For, apart from other reasons, the investment per student in India is less than a tenth of that in the U.K. It may also be noted that in the U.K. as in other scientifically advanced countries the cost per student in pure science, in undergraduate and postgraduate courses, is nearly the same as in engineering and agriculture, if anything it is higher. Faculty costs (in £) per student in the universities in U.K. for 1963-64 are Arts 501; Social Studies 465; Pure Science 757; Applied Science 671; Agriculture 916 and Medicine 1078. In India the cost per science student is not much larger than for arts. This is because the science laboratories in general are very poorly equipped and very little attention is paid to practical work and demonstration experiments.

Partnership between Educational Authorities and Industry

In our view, the education system is not organized to provide to industry a product immediately ready to assume full occupational responsibility. Formal training, even at the highest level, must always be completed by a period of practical training and internship within industry itself. A sound system of technical education results from a partnership between industry and the educational authorities. The training given within educational institutions must be linked directly with production, should be oriented to problem solving and directed towards constantly improving instructional methods through professional contacts. Industry must accept to play its full share in the preparation of those who will later man its services, by providing courses, cooperating in sandwich training schemes, making available facilities and staff for part-time teaching, assisting in the drawing up of courses of study, and making technical careers attractive. Technical education can be either institution-based with training completed within industry, or industry based with part-time education or re-training being provided by institutions.

Government and Local Authority Schools

Some problems of schools under the management of government and local authorities deserve notice. The Government institutions, for instance, have certain advantages such as good financial support, good system of remuneration and retirement benefits and security of tenure for their teachers and a fairly adequate provision of other physical facilities. In spite of all these assets, however, most government schools show an average performance; and though some of them rise above the average, very few qualify for the top places in the school system. This is so because of several reasons. The average government school is isolated from its community, and sometimes even indifferent to it. The over-security of service creates an atmosphere of complacency and lethargy, especially as the conduct and discipline rules are such that it is difficult to reward merit, and even more so, to punish slackness. The teachers are recruited, not to individual institutions, but to a cadre and are frequently transferred from one institution to another. Consequently, they do not ordinarily develop loyalty to any individual institution. They also have the minimum academic freedom and are hampered by rules and regulations at every step. The local authority schools also suffer from all these disadvantages. They have on compensating asset, one hereby, that they are more closely involved with their community. In practice, however, this generally proves to be not an asset but a disadvantage, because their teachers are often harassed through postings and transfers, and become involved in local politics and factions. A programme is, therefore, needed to overcome these weaknesses of government and local authority schools so that the country can get an adequate

return for the comparatively larger investment it makes in these schools.

Recognition of Schools

Recognition is a privilege which has to be deserved and continuously earned by every school, irrespective of its management. Under our proposals, there will be no government schools as all of them will be transferred to the District School Boards. We expect the private schools and all the local authority schools under the District School Boards to apply to the Department of Education for recognition. The Department will also periodically inspect all recognized schools to ensure that the prescribed standards are being maintained.

General Comments on the Education Commission Report

Favourable Comments

1. A Unique Report—Shri M.C. Chagla, Union Education Minister.
2. Bold and Pertinent—The Indian Express, July 1, 1966.
3. A Comprehensive, Critical and Constructive Review of the Education System prevailing in the country—The Hindustan Times—July 1, 1966.
4. A Good Document—Mr. Chanchal Sarkar in the Hindustan Times, July 14, 1966.
5. Bold, Categorical and Realistic—Hindustan Standard, Calcutta, July 12, 1966.
6. A Historical Document—The Educational India, Masulipatam, July 1966 (Monthly).
7. Certainly a Classical Document—The Progress of Education, Poona, July 1966 (Monthly).
8. Revolutionary Recommendations—Awaz-i-Ustad, (Chandigarh) (Weekly), July 7, 1966.
9. Revolution in Education—National Solidarity (Weekly), (Delhi) July 7, 1966.
10. Educationists and Teachers Welcome the Recommendations—Hindu, July 1, 1966.
11. Science Teachers Welcome Commission's Report—Indian Nation, 11th July, 1966.

12. Teachers Welcome Education Commission's Report—The Patriot, July 13, 1966.
13. Original and Significant Contribution—Dr. D. S. Reddi, Deccan Chronicle, July 17, 1966.
14. Education Report Welcomed—Shri S.L. Chopra, Statesman 2nd July 1966.

TEACHERS' MAGNA CARTA

Mr. Chagla on Commission's Report (*Deccan Chronicle*, June 30, 1966).

"Mr. Chagla described the Education Commission as "unique"; its report was also unique.

For the first time the country had a commission dealing with "all aspects of education". Besides, it was an "internal commission" and had some of the finest educationists as its "consultants".

After dealing with the various recommendations of the Commission, Mr. Chagla specially stressed those relating to social and national service, teachers' salaries, the three-language formula, the medium of education and reduced holidays.

He described the recommendation relating to salaries as the teachers' magna carta. "I only hope we will be able to implement the recommendation," he added.

Replying to a correspondent, who had asked the reason for the Commission's laying special stress on the study of Russian, Mr. Chagla said, "This was because Russia was technically as advanced as the United States."

Bold and Pertinent (*Indian Express*, July 1, 1966)

"Though brevity is the soul of wit it is perhaps understandable that the Education Commission should have submitted a voluminous report running to some half a million words. The Commission was required to apply its mind to the entire field of education ranging from the primary stage to post-graduate research and to examine a host of educational problems in their social and economic context. These tasks have been fulfilled most admirably by Dr. Kothari and his colleagues who apparently did not allow themselves to be deterred by the formidable nature of their assignment. Though there has been considerable progress in education in quantitative terms during the past 15 years or so, this has been generally accompanied by a visible and starting fall in educational standards. The only exception is technological education which has expanded and also improved in quality. For the rest it is a dismal picture. In such a situation the remedies have to be radical if they are to be effective. Yet, it is equally essential to ensure that the remedies are

not beyond the capacity and the resources of the country. Else there is the danger that the recommendations might be dismissed as visionary and impractical proposals. The Commission was fully aware of this and it has made a serious effort to be realistic and bold at the same time.

Detailed comment on all the recommendations of the Commission is hardly possible here ; but at this stage it is sufficient to make some general observations. The Commission's proposals are on the whole eminently sensible and certainly deserve to be accepted by the Government.

This is particularly true of the proposals which are designed to make primary education more effective ; to introduce work-experience as an integral element of general education, to vocationalise secondary education ; to improve the quality of teachers at all levels and to provide teachers in sufficient strength ; to strengthen centres of advanced studies and strive to obtain higher international standards in at least some of the universities ; to lay special emphasis on the combination of teaching and research ; and, to pay particular attention to education and research in agricultural and allied sciences. The teaching of science needs to be introduced at an early stage in the student's curriculum and it also needs to be strengthened at the secondary and higher levels both through the use of improved pedagogic methods and the provision of laboratory facilities. Additionally, there is an obvious case for linking it to agriculture in rural areas."

New Plan for Education (*The Hindustan Times*, July 1, 1966)

The much-awaited Education Commission's report admirably fulfils all the high expectations entertained of it. It is a comprehensive, critical and constructive review of the educational system prevailing in this country. With the undoubted advantage derived from such a total and synoptic approach, the Commission is able to present a new and integral plan for the reform of the entire system at its various levels. The overhaul is recommended as much with a view to removing its several inherent and familiar defects as with the objective of fitting it out to serve the developing needs of India in the context of the modern world. The Commission had studiously set itself against the mere adoption of techniques and methods based upon foreign models. Such an approach, as the report points out, would have resulted in "the hopeless task of putting a modern system of education into a traditional budget". Despite this, however, if the phased and realistic recommendations for reform seem sometimes to draw upon untenable financial or other assumptions, the reason must be sought in the various imponderable factors that lay beyond the Commission's scope.

It will be for the Government to sift the recommendations and accept as many of them as it can at present but always with a view to moving towards the pattern recommended by the Commission.

It is implicit in the very constitution and nature of such an expert body that its examination of problems should be exclusively in terms of the technical aspects of the question with no attempt to make concessions for political factors.

Pinpointed the Weaknesses and Indicated the Future Direction (*Patriot, July 2, 1966*)

"The Education Commission has attempted to strike a balance between permitting the gradual deterioration in standards to continue and introducing the radical changes necessary to make the system fit the requirements of a forward-looking society and to enable the nation to take its rightful place among the more advanced. It has also struck a balance between crying needs and scanty resources. Although the Commission has not clearly defined the "national goals" the achievement of which is supposed to be the aim. Of the steps suggested, there is no doubt that it has pinpointed the weaknesses of the existing system and indicated the direction of future development."

A Unique Document (*Tribune, July 1, 1966*)

The Union Education Minister, Mr. M. C. Chagla did not indulge in any exaggeration when he observed in New Delhi on Wednesday that the Report of the Indian Education Commission was a unique document. The remark is apt since it is for the first time that a number of top experts have examined the national education system as a whole, instead of surveying at piecemeal as had been done formerly by commissions and committees appointed at different times, to survey the separate sections. Undeniably, some of these bodies e.g. the Radhakrishnan University Education Commission, had done first class work. But the irony of situation has been that not only have some of their major recommendations been denied implementation but even those that have not been coordinated with those of others, say the Mudaliar Commission on Secondary Education. It was realisation of this basic defect which made Mr. Chagla plan the Kothari Commission (with a number of foreign educationists on it) that would comprehend in its sweep all stages of educational progress and so frame its recommendations as make the part suit and the whole and vice versa. That the experts have done their work thoroughly would be evident from their 1500 page and 5,00,000 word report plus 3,000 pages of indices and other ancillaries.

Fair Deal for Teachers (*Tribune, July 1, 1966*)

This expansion in demand for education supposes a corresponding increase in the number of teachers and the Commission proposes not only to retain those who are already in but also to draw larger numbers to the profession with better salaries both in government and non-government institutions—increased expenditure is to be met with generous subsidies. While current salaries at the college

and university stage are, in many cases not materially different from those proposed, the Commission's recommendations for school teachers—the weakest link in the chain—do constitute a fair deal for them. No Matriculate teacher with appropriate training would receive less than Rs. 150/- the salary rising in 20 years to Rs. 250. For trained graduates the proposed scale is Rs. 220-400 and for M.A.'s in schools Rs. 300-600. What is even better is the recommendation that teachers' salaries would be subject to review every five years so that they do not suffer because of any material rise in the cost of living.

A Good Document (*Chanchal Sarkar in the Hindustan Times, July 14, 1966*)

"The Education Commission's Report is a good document. It is the first attempt to look over the entire field of education, relate it to the country's development and aims, and suggest a concrete, science-based programme. What it puts forward is probably the Indian people's last chance to pull themselves together and have the country into modern times. By 1986, there will be 200 million Indian students in schools and colleges (there are 70 million today), as many as the population of Europe. If they get the same kind of education as they do now then India will for ever luff and puff in the calms and be an inferior power, living at subsistence level. She will survive, of course. India has a genius for survival."

A Revolutionary Plan

The Times of India made these observations under the caption, 'Education' on 3rd July, 1966.

"Several commissions in the past have suggested piecemeal reform of school or university education. But it is for the first time that a national commission has come out with a blueprint for a thorough overhaul of the entire education system. The report of the Education Commission which has just been made public is not an academic exercise. It is a revolutionary plan designed to use education as a tool for the achievement of larger national goals. If it is carried out in earnest it will relate education to the life and needs of the people and to the social and economic targets set by the five-year plans. There is no sadder comment on the complete divorce of the present education system from national life than its neglect of agriculture which provides a living to three out of every four persons, its indifference to values essential for building up an egalitarian society and the lack of any commitment on the part of either students or teachers to the national effort to build a better future. The report pinpoints all these deficiencies and details the major changes that are needed to relate education to national aspirations, foster national unity and promote democratic values. There must be a greater emphasis on the study of science and a more pronounced vocational bias at the secondary school level. What is more, work-experience and social service must form an essential part of general education."

This is largely an extension of the idea of basic education. To promote the emergence of an egalitarian society the Commission has suggested the setting up of common or neighbourhood schools to which all parents in the area will send their children. It rightly feels that there is urgent need to end the present system of segregation—"the minority of private, fee-charging, better schools "meeting the needs of the upper classes and the vast bulk of free, publicly maintained, but poor schools being utilised by the rest."

Bold—Categorical—Realistic (*Hindustan Standard Calcutta, July 12, 1966*)

But on the whole it is bold and categorical. It has acted boldly in recommending higher pay for teachers of all categories with a promise to review their pay position after every five years and by linking their D.A. with those in Government service.

It has been categorical in attempting to strengthen and enlarge school education by spreading it over 12 years and in retaining English. So far we were used to think of selective admission to University education only. The Commission has gone one step further and has recommended such admission even to H.S. education. This has been done to bridge the gap between demand and available resources.

REALISTIC APPROACH

Thus the approach of the Commission has been realistic. It has realised the virtual absence of difference between a school teacher and a college teacher with post-graduate degrees and has prescribed the same scale of pay for both. It has cast aside the existing prejudice against correspondence course and evening classes and has declared that by 1986, one third of the total enrolment in colleges is to be covered by them. It has appreciated the place of food in any economy and culture and has advised the creation of one Agricultural University in each State. It has realised the danger lying in the growth of educated unemployment and has warned that the graduate in future should not be thrown into the wilderness. It has also candidly pointed out that the success of the education plan is related to the integrated plan to halve the birth rate.

Some of the recommendations, though looking less spectacular, are not less real. A few of them are, the fixing of the minimum age for entrance into Class I, declaration of results of public examinations on a new basis, provision for (36 working weeks for colleges and 39 working weeks for schools, and introduction of compulsory social service for students. Most of these recommendations can be implemented without much financial involvement and our seriousness about the report will be measured by the time we take for that."

A Historical Document (*The Educational India, July 1966*)

"The Education Commission appointed by the Union Government under the chairmanship of Dr. D.S. Kothari has submitted its report. The quality and the significance of a report like this have to be judged broadly from two points of view. One is that of its comprehensiveness and the other is that of the definiteness of the answers which it furnishes to the controversial questions of the day. From both these standpoints the report of the commission should be regarded as one of the highest quality and significance.

It is comprehensive in the sense that it deals with all grades and problems of education. After the country attained independence a University Education Commission under the chairmanship of Dr. Radhakrishnan and a Secondary Education Commission under that of A.L. Mudaliar were appointed and these reports marked an important stage in the development of education in recent years. But they dealt only with a few aspects of education. Unlike them the report of Dr. Kothari's Commission deals with education of all grades from the pre-school to the postgraduate levels and gives a comprehensive picture of the education of the future as a whole. This is one reason why it will have greater significance than all the previous reports.

In the post-independence period numerous controversies have broken out in the field of education. No authoritative answers of definite character have been found for them. This has stood in the way of real educational progress. Dr. Kothari's Commission has taken up for examination every one of these controversial questions and has arrived at definite conclusions regarding them. The Commission itself consisted of some of the most outstanding educationists in the country. It also had a number of foreign experts to help it. It is thus an authoritative body and the recommendations which it has made are sure to put a stop to any further controversy in regard to various questions and it is not open for the Union and State governments to take practical steps to proceed in a positive direction.

The recommendations made by the committee on various other subjects like the length and duration of the school course, the setting up of new Universities, the development of half a dozen select Universities as centres of higher research, an increase in the allotment for education by five times in the course of the next twenty years, and ultimate provision for free education at all stages are of great value. The report of the Commission is a historic document and in the words of its chairman it is the first step towards bringing about what may be called an educational revolution in the country."

Welcome to Kothari Commission Report : Certainly a Classical Document
(*The Progress of Education, Poona, July 1966*)

"The awaited Report of the Education Commission appointed two years back has but very recently been submitted to the Union

Government. The task entrusted to the Commission and its composition were unique in several respects. It is remarked by the Chairman (Dr. Kothari) that the Report is the first step towards bringing about—what may be called an educational revolution in the country, and we trust that it would prove to be so and render a signal service to the cause of education by contributing solidly to the progress of the nation. Though only the summary of it is available at this stage, comments, favourable or unfavourable, are being offered in the columns of the press, on the platform and private circles too, and it is bound to offer food for criticism for many a day to come. Of course, a doubting Thomas would ask whether, in view of the time spent and the expenditure involved, the game is worth the candle (or rather scandal?) and whether a better fate than that of its predecessors would meet it or whether it would be 'devalued' in course of time. We can confidently say that the Report prepared by a team of experts with the help of hundred Task-Forces is revolutionary in character, all-embracing in its details and far-reaching in its effects. Another—less doubting but of the same 'tribe'—would say, "Well, the Report is voluminous, but will it prove luminous?" While the third would, with a serious look, state that it is a dream dreaming of a fortunate future with one eye open to the powerless present.

Whatever critics might say, one will have to admit that the Report extending over fifty million of words is a sincere effort on the part of the best thinkers and veteran educationists (like Dr. Kothari, Shri J.P. Naik, Miss Panandikar and Dr. Jha) to present the problems of education at all levels in the right perspective and to offer practical solutions arrived at, after consultation and consideration, and give right direction to the drifting policy of the Centre and the States."

Revolutionary Recommendations (*Awaz-i-Ustad, Weekly, Chandigarh July 7, 1966*)

"The Kothari Commission, popularly known as Education Commission, set up by Mr. M.C. Chagla, which submitted its 5,00,000 word report on the 29th June, 1966, with 3000 pages of indices and other ancillaries, has swept all stages of educational process and has made some revolutionary recommendations, which if implemented, will overhaul the entire system of education. It aims at relating education to the life and needs of the people and to our developmental plans."

Revolution in Education (*National Solidarity, Weekly July, 1966*)

The education Commission appointed by the Government of India has done a very fine job. Rather than suggesting piecemeal reforms, the Commission has taken a dynamic and practical view of the whole problem, explored the very core of it, studied all the ramifications in fuller detail; and while formulating its recommendations it has kept the future requirement along with present pressing need

in full view. The recommendations are an impressive synthesis of idealism and practical realism.

The Union Education Minister Mr. Chagla has rightly termed this report as harbinger of revolution in our education system. And this revolution is badly needed. The present system of our education has been mostly inherited from the alien ruler who devised it to meet their own imperialist needs in such environs when everything was static. Doubtless, considerable reform has been affected but this has hardly changed the basic make-up of the system, and hence, it is ill-suited in this dynamic age and for a big nation making a very big effort to catch up with the advanced countries whom it lags at least half a century behind.

The whole educational set-up needs to be not merely reformed but rebuilt. The Commission has confirmed this much-felt need. But at the same time, it has not suggested a rash revolution or haphazardous building of an improvised new structure. The Commission envisages a twenty years' revolutionary but at the same time orderly and systematic process. Its plan retains what is good and conducive in the present system and fully discards what is obsolete, injurious and retarding. The plan is neither too ambitious nor too inadequate, neither Utopian nor timid. It aims at a balanced and substantial effort not beyond the means of our nation.

Taking the plan spelt out by the Commission as a whole, it may look beyond our means in the present economic crisis. But it is not unreasonable or impractical. If true prosperity and self-reliance is seriously aimed, effective and radical reform in education is necessary. We will have to find resources for this purpose. The Education Minister has promised that the report will not be pigeon-holed or dumped into cold storage. If the Government is earnest about ushering in a revolution, it will not be impossible for it to provide for all its ingredients and needs."

Educationists and Teachers welcome the Recommendations (*Hindu—Madras 1 July, 1966.*)

"Educationists and teachers today welcomed the recommendations of the Kothari Commission. They urged that the Government should implement the recommendations in full as early as possible.

While they agreed with the Commission's view that the study of Hindi should not be made compulsory, they pointed out that Sanskrit should be included for study under the third language. The Commission has suggested that the third language should be either a modern Indian language other than that used as the medium of instruction or an European language.

Hailing the Commission's work as monumental, they said the recommendations were of a far-reaching nature and, if implemented wholeheartedly, would revolutionise the system of education in the

country, reorientating it to suit the needs of the modern Indian youth.

Doubts were, however, expressed about ensuring uniformity in the pattern of education envisaged by the Commission. Already in Madras the higher secondary pattern had not been introduced, because high schools were not equipped to provide for the Pre-University class in the schools themselves, they pointed out. The Commission envisages a ten-year general education followed by two years of higher secondary education, which will include the present P.U.C.

On the other hand, college authorities said that taking off the P.U.C. from their hands would remove their 'headache' caused by the rush for admission to this class.

SCHOOL COURSE

A spokesman of the South India Teachers' Union said, "A study group of the Union, which had gone into all the aspects of the duration of the school course, had recommended six years' elementary school stage, followed by another six years of secondary stage. The second half will include the higher secondary class." He said, "The mental make-up of the child changed on his attaining 12 years and called for a different approach in the instruction."

The consensus, however, seems to be ten years' general schools followed by a two-year intermediate course in the college which was in vogue before the introduction of the P.U.C.

High school headmasters appreciated the emphasis laid by the Commission on the value of internal assessment of the pupil's abilities. As a logical extension of this principle, they said the public examinations at the end of the ten-year schooling need not be made compulsory for all students. Those who wanted to continue their academic studies or take up vocational courses need not be asked to sit for the public examination. Only those who wanted to terminate their studies should sit for the public examination and take a certificate. In the case of the others, the certificate given by the school authorities should be enough.

In fact, some of the college principals, who claimed it as a wholesome principle, felt this method of internal assessment should be extended to the colleges also.

Teachers, both at the school and college levels, are happy at the substantial increase in salaries suggested by the Commission. But they quickly expressed the fear that the new scales might not be implemented. "Unless the Centre foots a major slice of the teachers' pay bill the State Governments might not be in a position to implement the new scales of pay", they said.

Science Teachers welcome Commission Report (*Indian Nation, July 11th, 1966*)

The Council of the Bihar State Science Teachers' Association today hailed the recommendations of the Education Commission for development of science teaching in the country.

The meeting of the council, which was held under the presidency of Mr. R. Prasad, Secretary of the Bihar School Examination Board, adopted a resolution urging the implementation of the recommendations about having a science-based system of education.

Teachers welcome Education Report (*The Patriot, New Delhi, July, 13, '66*)

The working committee of Government Teachers Union, Punjab has welcomed the recommendations of the Education Commission and demanded the enforcement of the grades suggested therein.

(*The Hindustan Times, July 1, 1966*)

School teachers are happy that the Commission has recommended liberal rules for extension of their service until they reach the age of 65.

Parents welcomed the suggestion that students be given freedom to choose between English and Hindi at the school stage.

Both parents and teachers welcomed the measures suggested for action against teaching shops."

D. S. Reddi, Vice Chancellor of the Osmania University on Education Panel's Report (*Deccan Chronicle, July 17, 1966*)

Original and Significant Contribution

The Vice-Chancellor observed that the Commission has made an original and significant contribution by recommending modification in the currently accepted, three-language formula.

Dr. D.S. Reddi said : "The report of the Education Commission will undoubtedly rank as one of the most important documents that has been released in this country. Its recommendations have to be treated with great respect not merely because they have been made by a body which contained experts drawn from all parts of the world but because the Commission has viewed education as a whole and traversed the entire range from the pre-school to the post-doctoral stage. Such a review has never been made in this country. For this reason the recommendations may have relevance even outside our own country."

Education Reform Welcomed (*Statesman 2nd July, 1966*)

Mr. G.L. Chopra, a retired judge of the Punjab High Court and a member of the Senate of the Panjab and Panjabi Universities,

has welcomed the recommendations of the Education Commission.

He, however, disagrees on two issues. He told reporters here today that the pattern suggested by the Commission for secondary stage—one of 11-year duration and the other of 12-year duration—was complicated and was not practicable. He favoured the old intermediate course.

Mr. Chopra, who is also chairman of the Sanatan Dharam Sabha educational institutions expressed the view that Hindi had not been given a proper place in the three-language formula of the Commission. Rather an option had been given to get away from Hindi. The nationwide programme for the study of Hindi suggested by the Commission should have been "obligatory" and not "voluntary".

He welcomed recommendations for higher salary to teachers, uniform pattern of education, parity in service conditions of teachers serving in Government and privately-managed schools, mass literacy campaign and co-relation of education with national needs.

From the States—Education Commission's Report Welcomed. (*Amrita Bazar Patrika, Calcutta, 17th July 1956*)

The Education Commission's report has been almost universally welcomed all over the country, in spite of doubts whether the recommendations are all sufficiently practical.

As our statewise survey shows, few of the States seem hopeful of raising the necessary resources, although some are already thinking in terms of educational cess.

There are differences of opinion on some of the Commission's recommendations ; but it is hoped they will be thrashed out at the forthcoming October conference to evolve a uniform pattern throughout the country.

Orissa—Ideals set forth Praiseworthy.

In Orissa the report had a mixed reception. Dr. P. Parija, the veteran educationist, expressed doubts as to how far the national objectives formulated by the Commission would be implemented. He however, found the ideals set forth to be praiseworthy.

Kerala—Realistic Approach.

Educationalists in Kerala felt it too early to comment on the various recommendations of the Commission without a detailed study of the full report but the vice-chancellor of the Kerala university and the chairman of the State educational advisory board were of the opinion that the Education Commission's recommendations, as far as made public, could revolutionise the whole educational system.

Leading educationalists in Kerala have come out openly welcoming the important recommendations of the Commission, especially those suggesting better remuneration for teachers and providing for larger number of scholarships. One principal of a local college characterised the Commission's report as a dynamic plan designed to use education as a tool for the achievement of larger national goals.

The stress laid by the Commission on importance of Agricultural education and the emphasis on the study of science with more pronounced vocational basis at the secondary school level are according to the educationalists here symbolic of the Commission's realistic approach to the problems of Indian education. Everybody here is agreed that work experience and social service must form the integral part of general education. This reading of the Education Commission has special significance in Kerala where educated unemployed is the greatest.

But educationists here pointed out that the cost should never come as an obstacle in the way of revolutionary reforms in the field of education. They point out that it is the central government's responsibility to find funds for implementing the recommendations of the Education Commission. They also suggest that it would not be wrong if education is made a central subject. This according to them would help speedy formulation and implementation of reform policies.

Maharashtra—Great Enthusiasm among Educationists.

Apart from this point of disagreement, most educationists, however, were enthusiastic about the recommendations of the Commission. One Principal said, "The whole scale of the terms of reference of the Commission is gigantic, and it has to be." He said its recommendations promised to transform the entire spectrum of education from the primary to the university research level. He was "impressed" with the comprehensiveness of the Commission's recommendations which would take some time before implementation and he urged patience on the part of the authorities and the parent body.

Welcoming the change in the Indian Educational Service too, most persons felt the changes were necessary, and showed an effort to link education with greater production in all spheres of economic activity and to make it more "development oriented". He said, the change visualised was undoubtedly more along "national lines", but this was vitiated by the "regional-oriented recommendation for the use of regional languages at the university level". He said, it was still "not too late" for the Government to take the right step in the matter.

Fuller praise of educationists here, however, was reserved for the recommendation of higher salaries for teachers. At present there was a flight of talent from the teaching profession, said one educationist, due to meagre salaries. "We entrust our future generation

to our teachers, but we grudge paying them corresponding salaries.” said another principal. With all our planners’ emphasis on science and technology, it was most difficult for technical schools and colleges to obtain science teachers due to meagre salaries.

Gujarat—Revolutionary Recommendations.

Majority of educationists in Gujarat have generally welcomed the Education Commission’s report. Characterising the recommendations made in the report as ‘revolutionary’ they felt that even if majority of Commission’s recommendations were implemented, it would considerably improve the standard of education imparted at present. The emphasis on social and national activities in the report is considered a great step forward in our educational system.

Secondary teachers while welcoming some rise in their pay scale feel that the scales recommended by the Commission are wholly inadequate in the present context of high prices of essential commodities. They also contend that the report does not contain any directive about Centre’s contribution to the State Government to meet additional cost on teachers’ salaries.

“A serious attempt to solve the educational problem facing the country by adopting one common type of educational system for the whole country”, said Mr. Lalbhai Desai, Vice-Chancellor of the Gujarat University, “proved sound.” Although he thought some recommendations were vague. He was also pessimistic about the availability of huge funds required if the recommendations are to be fully implemented. The Commission’s recommendation to put pre-university classes at the secondary level was not practical according to Mr. Desai who considered the emphasis on science and technology in the right direction.

Mr. S. R. Bhatt, eminent educationist and a member of the Gujarat University Senate and Academic Council, did not feel happy at the Commission’s reluctance to put education on the concurrent list while at the same time advocating a national policy in education. This was contradictory and will further add to the present difficulties.”

(B) A few Critics of the Report

1. Death certificate of Basic Education—(Shri M.N. Acharya in Blitz, 9th July 1966)
2. Intellectual discipline ignored—sensible in parts but often platitudinous—(Statesman, July 3, 1966)
3. Confusing—(Amrita Bazar Patrika, July 13, 1966)

Reforms—Commission’s Death Certificate of Basic Education. (Shri G.N. Acharya made the following observation in Blitz, dated 9th July 1966)

“Mr. M.C. Chagla, a judge of outstanding eminence and an advocate endowed with a capacity for passionate eloquence, is also it would appear, an excellent public relations man.

More a Crowd

It is, in fact, a damp squib. Mr. Chagla called it "unique". So it is in many ways ; but to be unique is not necessarily to be good or desirable.

Among the 17 members of the Commission were some non-Indians. The number alone would make it more a crowd and less a Commission. While foreign experts might be consulted, no other country would think of inviting outsiders to help shape its educational policy.

They were not here permanently, but used to fly in and out. The Russian member, Prof. M.S.A. Shumovsky, flew in to sign it. It is a safe bet that not all its members have read through all the half a million words of the report.

The real failure of the Commission lies elsewhere. To sustain the claim of being "revolutionary", it should have provided a philosophy of education suited to the needs and aspirations of the Indian people and their future advancement.

There is no evidence of any such broad vision. Mahatma Gandhi had conceived a system of national education that "would develop in the child his hands, his brain and his soul." He went on to say; "The hands have been atrophied. The soul has been altogether ignored."

"Basic Education" evolved by Dr. Zakir Hussain and others, was an attempt to implement Gandhian concepts. During the last session of the Rajya Sabha, our gentle Vice-President sadly confessed that he was tnc "father of a still-born child". The Commission's report is that child's official death certificate".

This charge against the Commission loses its validity when we simply refer to the following passage that occurs in the report.

The New Curriculum and Basic Education

The views of the Commission deserve special attention.

"The essential principles of basic education, namely, productive activity and the environment, and contact with local community, are so important that they should guide and shape the educational system at all levels, and these principles constitute the essence of the proposals made in this report. Therefore, no one stage of education need to be designated as basic education."

Aims in Education (*Sunday Statesman*, July 3, 1966)

"The uniqueness Mr. Chagla discovered in the Education Commission's report is not immediately apparent, unless he was thinking of its inordinate size ; even the official summary of the recommendations runs to nearly 200 pages. Assuming that the

summary reflects the character of the basic document, the report, like most others prepared by officially appointed committees and commissions, is sensible in parts but often platitudinous, high-sounding but unrealistic, imprecise on important issues, and almost uniformly verbose and dragon-ridden.

Talking about its uniqueness, Mr. Chagla referred to its comprehensive scope ; comprehensive it is to the point of being a diffuse collation of observations even on matters on which the Commission was hardly competent to pronounce. There are, for example, recommendations not only on the medium of instruction but also on the choice of language for administration and general inter-State communication. Many will resent the authoritative manner in which the Commission speaks about extra-academic values which in its opinion should guide Indian society and hence be consciously injected into the content of education. Cultivation of moral and spiritual values may be a generally acceptable aim, but when the Commission goes on to suggest study and appreciation of religions as a part of general education it treads on controversial ground.

The emphasis generally is on education as a social instrument rather than as an intellectual discipline ; this may be a proper response to the needs of the times, but it tends to ignore the fact that only adequate intellectual development can sustain and guide the desired social and economic effort. The report has much to say about instruction in democratic values, development of a national consciousness and creation of a strong driving faith in the future. These are unexceptionable aims, but they can only permeate education when life reinforces their validity. There is certainly no harm in their pursuit in education, but excessive talk of lofty ideals, with little regard to the reality of the country's social and economic conditions may only increase the prevailing cynicism among students, teachers and the general public."

Financial aspect and the Commission. (*K. N. M. in Times of India, July 3, 1966*)

It is well known that the Radhakrishnan Commission's report on education could not be implemented for want of adequate financial resources. The Education Commission has not been very objective on the subject. The estimated increase in per capita expenditure from Rs. 12 to Rs. 54 by 1986 is indeed ambitious. Expenditure on education increased from Rs. 1,44 million in 1950-51 to Rs. 6,000 million in 1965-66. The Commission wants it to go up to Rs. 40,364 million by 1985-86. Judging from past experience and in view of financial stringency, I doubt if the Government can spend so much on education."

"Dr. V.K.R.V. Rao, Member, Planning Commission, today expressed doubts whether it would be possible to implement the recommendations of the Education Commission involving additional expenditure.

He welcomed the Commission's endeavour to link education to economic development. This was also the line taken by the Planning Commission.

He wondered from where the funds would come. "We are in tight position following devaluation. We shall be glad if we are able to carry on with the funds allotted for education in the fourth Plan", he said.

Recommendations of the Commission which envisaged improvements without much expenditure should be implemented forthwith, he added".

(*The Hindustan Times* July 1, 1966)

Confusing. (*Amrita Bazar Patrika, Calcutta, July 13, 1966*)

"Mr. Chagla's statements on recommendations of the Education Commission are contributing to confusion rather than to clarification of educational issues. The Union Government has not yet considered the Commission's Report. Mr. Chagla's views will naturally carry great weight with his Cabinet colleagues, but the Commission's recommendations involve vital political and financial issues and it is quite possible that the Cabinet as a whole will be far less enthusiastic about their implementation as a whole than Mr. Chagla himself. The Commission's Report has not yet been made available to the State Governments, Universities and Boards of Secondary Education. These agencies will have a large share in implementing the Commission's recommendations, and however generous the Centre might be, the State Governments will have to meet a share of the additional expenditure. It would not be quite proper on the part of the Centre to impose any decision on the country without ascertaining their views. After all, education is a State subject and Mr. Chagla's efforts to transfer it to the Concurrent List have not succeeded. The State Government are entitled to claim proper weight for their views, and academic bodies like Universities and Boards of Secondary Education are entitled to consultation. Far-reaching changes in the field of education should not be introduced in a hurry through orders from New Delhi.

Speaking in Calcutta on Monday last Mr. Chagla said that the Government would take a decision shortly on introduction of the three language formula as recommended by the Education Commission. Presumably, the decision will be taken without consulting the State Governments, Universities and Boards of Secondary Education. It would be an extremely unfair—if not positively unconstitutional—procedure. It would perhaps be wrong to comment on the Commission's recommendations without going through its Report, but the issue—in the academic aspects—lies beyond the Centre's jurisdiction and the decision should not be made by the Centre only. Mr. Chagla's own views on Hindi and English will command general support; but it is one thing to state general

principles and quite another thing to accommodate them without academic programmes."

Report on Education not to be Shelved (*Indian Express*, July 3, 1966)

The Union Education Minister, Mr. M.C. Chagla, asserted here yesterday that the Education Commission's report would not be shelved.

All the recommendations accepted by the Government would be implemented subject to financial limitations, he announced addressing the Commerce Graduates' Association.

A unit has been set up in the Education Ministry to study the report and a meeting of Education Ministers is scheduled for October.

Answering a question, Mr. Chagla said that it was a "great mistake" that education had been made a State subject. It ought to have been a concurrent subject.

But unless the majority of States agreed the Constitution could not be amended to change the position.

He had written to all the States and with the exception of Punjab no State had agreed to this. Asked "why", Mr. Chagla said, "I don't know," adding that on matters like these public opinion could play a big role.

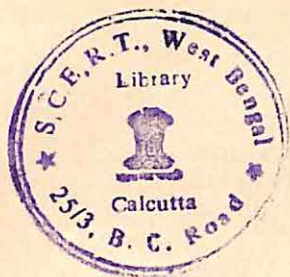
Replying to a question whether the Commission's recommendation on language formula would perpetuate the "stronghold" of English, Mr. Chagla pointed out that the Commission had recommended that everything should be done for the propagation of Hindi. English is our window of outside world and today it is our link language, also helping mobility of professors and teachers. Till Hindi developed fully, English could not be given up.

And even after the development of Hindi as the official and link language English would have to be given its importance, being an international language.

"Answering a question on the Commission's recommendation that there should be common text books for the whole country, Mr. Chagla said that by next year, all books for secondary education would be ready. He hoped the States would accept them and translate them for their use.

Mr. Chagla reiterated that the Commission's report would not be shelved and said the recommendations would be implemented as soon as possible. The Central Advisory Board of Education meeting at Hyderabad in October would discuss the recommendations. By then, the States would have given their opinion on them he said."

(*Hindustan Times*, July 6, 1966)



Thirty-five Salient Features of the Commission's Report

1. *Education and national development* : Education based on science and technology and Indian cultural values is the most effective instrument for creating the new social order based on the dignity of the individual, freedom, equality and social justice, which has been visualized in the Constitution.

2. *Eight-fold task of educational reconstruction* :

- (i) To bring about major improvements in the effectiveness of primary education.
- (ii) To introduce work-experience as an integral element of general education.
- (iii) To vocationalize secondary education.
- (iv) To improve the quality of teachers at all levels and to provide teachers in sufficient strength.
- (v) To liquidate illiteracy.
- (vi) To strengthen centres of advanced study and strive to attain in some of our universities at least higher international standards.
- (vii) To lay special emphasis on the combination of teaching and research.
- (viii) To pay particular attention to education and research in agriculture and allied sciences.

3. *Education and productivity* : The development of education for agriculture needs the highest priority and must become a national concern. An orientation to agriculture should be given to the entire educational system. Agricultural polytechnics and universities should be developed in a big way and there has to be an increasing emphasis on research in agriculture. These, in their turn, have to be intimately

related to an intensive and broad-based programme of agricultural extension and the further education of young persons who have adopted agriculture as a vocation.

4. *Education and industry* : Education for industry will have to be developed further with emphasis on a close and intimate contact with the industries concerned, the development of research, and the training of technicians.

5. *Science education* : Science education will have to be strengthened at all stages and would have to be closely related to the development of technology and production in agriculture and industry.

6. *Vocationalization* : Greater emphasis will have to be laid particularly at the secondary stage. The enrolments in vocational education should be raised, during the next 20 years, to about 20 percent at the lower secondary and to 50 percent at the higher secondary stage. In university education, enrolments in professional courses would have to be about 30 percent of the total.

7. *Intensive efforts for qualitative improvement* : The core of the needed educational reconstruction is the qualitative improvements and the most significant programme to this end is to feed back into the teaching profession a proportion of the best men and women who come out of the educational system year after year. The major programmes which will help to initiate and maintain this feed back process are : the provision of adequate remuneration, opportunities for professional advancement, and favourable conditions of service and work. Emphasis should also be put on improving the quality of training programmes for teachers and on the development of a very broad-based programme of in-service education.

8. *Development of a 'streak of quality' programme* : From this point of view, the first step would be to develop, within the next ten years, at least 10 percent of the institutions at every stage of education to optimum levels of efficiency so that they can set the pace for the system as a whole. At the primary stage, about 10 percent of the institutions, equitably distributed in all parts of the country, should be raised to optimum levels. At the secondary stage, there should be at least one good secondary school in every community development block. In higher education, there should be at least one good college in every district and about six universities should be developed as major universities. In addition, there should be provision for experimental schools and autonomous colleges which shall be free from the dominance of external examinations. Admissions to these quality institutions should be on the basis of merit.

9. *Intensive utilization of available facilities* : This may be done through increasing the number of working days; lengthening the duration of the working day; better planning of instructional programmes and creating a climate of dedicated and sustained hard work

in all educational institutions, by adding one year to the total duration of the school course in a phased programme spread over 10-15 years; the adoption of the regional languages as media of instruction at all stages of education; the production of textbooks, teaching aids and other teaching and learning materials for all stages of education and in all the modern Indian languages.

10. *Introduction of programmes for the professional growth of teachers* : This may be done through in-service programmes for teachers; production of better teaching and learning materials and the transformation of supervision at the school stage, new methods of teaching which will discourage rote-memorization and cramming, promote habits of self-study and discovery and stimulate curiosity, problem-solving ability and originality.

11. *Better techniques of evaluation* : Among the various methods suggested are : improvements in internal assessment, reform of external examinations, development of a programme of examination reform in higher education, establishment of a Central Testing Organization at the national level for university education and State Evaluation Organizations in every state for school education and by gradually increasing the number of institutions which will be freed from the system of external examinations.

11. (a) *Involvement of human factors* : A nation-wide programme of qualitative improvement which will involve every educational institution and all the human factors connected with it (teachers, students and parents) and enable it to go ahead at the best pace of which it is capable, should be organised.

Initiative, creativity and experimentation on the part of schools and teachers should be encouraged.

12. *Creation of 'school complexes'* : A system of "school complexes" should be created wherein each high school with all the higher and lower primary schools in its neighbourhood will form a co-operative organization for mutual assistance.

13. *Association of local communities with the institutions* : The close association of educational institutions with their local communities and the creation of a "fund" for each so as to enable it to plan and develop some of its programmes in a manner best suited to its genius and local conditions are very much needed.

14. *Expansion of educational facilities* : The educational facilities at all stages and in all sectors should be expanded with a view to raising the educational level of average workers and to provide all the needed trained manpower for the development of agriculture, industry and other aspects of national life. This may be done by a two-fold programme :—

- (a) Liquidation of adult illiteracy through the prevention of addition to the ranks of adult illiterates and the organisation of selective or mass campaigns for adult literacy.
- (b) The provision of good and effective education of five years for all children by 1975-76 and of seven years of such education by 1985-86.

15. *Man power needs to be considered* : All post-primary education should be developed on the basis of man power needs or employment opportunities. This will be facilitated by developing suitable organizations, both at the national and state levels.

16. *Creation of larger institutions* : Larger institutions which tend to be more economical and efficient should be set up.

17. *Provision of part-time education* : Programmes of part-time and own-time education should be developed in a big way at all stages and in all sectors of education, partly to provide for the further education of workers and partly to reduce the pressures on full-time enrolments.

18. *Identification of talent* : Special steps should be taken to identify and develop talent at all stages and particularly at the secondary stages.

19. *Introduction of a selective system of admission* : Enrolments in educational institutions at the secondary and higher stages should be strictly related to the facilities available in them so that reasonable standards are maintained in all stages and in all institutions and a system of selective admissions should be introduced under which each institution will select the best students available from amongst the applicants.

20. *Integrated plans of development* : Integrated plans of development should be evolved and implemented at the district, state and national level which will try to reduce the birthrate to about half in a planned programme of 10-15 years; to bring about a very rapid economic development in such a manner that there would be job for every young man or woman who enters the labour force; and to provide such education to the young boys and girls as will qualify them for some specific job and to participate effectively in programme of national development.

21. *Towards equalization of educational opportunities* : From this point of view, the following programmes need emphasis :

- (a) Free education.

- (b) Access to good schools to all children on the basis of merit.

- (c) Adequate programmes of student services which will include free supply of books and writing materials at the primary stage, the provision of book banks and textbooks libraries in all institutions of secondary and higher education, the provision of transport, day study centres or hostels, and the institution of guidance facilities and health services.
- (d) The development of a large programme of scholarship at all stages and in all sectors combined with a programme of placement and maintenance of quality institutions, to ensure that the brighter children at least shall have access to good education and that their further education will not be handicapped on economic grounds.

22. *Special emphasis on the education of the weaker section* : Special encouragement to the education of girls and the backward classes should be given.

Imbalances in educational development between the different parts of the country—districts and states should be removed.

A comparatively small but effective programme for the education of the handicapped children should be developed.

23. *Improvement in educational administration* : Strengthening of the administration at the national level through the reorganization of the Ministry of Education, the creation of the IES, the expansion of the Central and Centrally-sponsored sectors and the provision of national leadership of a stimulating but non-coercive character in educational thought and programmes;

(b) Strengthening and reorganization of the State Education Departments through improvement of service conditions and recruitment procedures of the departmental staff;

(c) Development of State Institutes of Education as academic wings of the State Education Departments;

(d) Adoption of the district as the principal administrative and planning unit and the creation of District School Board to administer all education in the district below the university level;

(e) Strengthening of the offices of the District Educational Officers as the principal service and supervision centres for all the schools within the district retaining only a general co-ordinating and supervisory role to the state-level directorates;

(f) Improvement of existing grant-in-aid codes and methods of financial assistance to private schools;

(g) Provision of inservice education for all officers of the Department—the non-gazetted officers being trained at the state level

in the State Institutes of Education and the gazetted officers being trained at the national level in the National Staff College for Educational Administrators; and

(h) Promotion of research and comparative studies in educational development with a view to vitalising and improving administrative procedures.

24. National Education Act recommended.
25. National Board of School Education suggested.
26. Constitution is correct and inclusion of education in concurrent list opposed.
27. Ten years and twelve years of schooling envisaged.
28. Magna Carta of the teachers—better scales and status recommended.
29. Special attention to the study of Russian emphasized.
30. Farm University for each state postulated.
31. Recognition of autonomy for colleges.
32. Curriculum based on sex opposed.
33. Autonomous body for text-books urged.
34. Increase of four and a half times expenditure suggested for twenty years.
35. Modified three-language formula.

Major Recommendations of the Education Commission and Comments Thereon

SECTION I

EDUCATION AND NATIONAL OBJECTIVES

The Commission observed, "The most important and urgent reform needed in education is to transform it to endeavour to relate it to the life, needs and aspirations of the people and thereby make it a powerful instrument of social, economic and cultural transformation necessary for realization of the national goals." For this purpose the Commission suggested a five-fold programme :

1. Relating education to productivity.
2. Strengthening social and national integration through educational programmes.
3. Consolidation of democracy through education.
4. Development of social, moral and spiritual values.
5. Modernisation of society through awakening of curiosity, development of attitudes and values and building up certain essential skills.

I. Education and Productivity Objective

Following programme has been suggested :

- (a) Science education to become an integral part of school education and ultimately a part of all courses at university stage.
- (b) Work experience to become an integral part of all education.
- (c) Orientation work experiences to technology and industrialization.

(d) Application of science to productive processes, including agriculture.

(e) Vocationalization of secondary education.

(f) Agricultural and technical education to be emphasized.

II. Social and National Integration Objective

Following steps have been suggested to strengthen national consciousness and unity :

1. Adoption of a common school system of public education as the national goal and its effective implementation in a phased programme spread over 20 years.

2. Organization of social and national service programmes concurrently with academic studies in schools and colleges and to make them obligatory for all students at all stages.

3. Development of community life in every educational institution.

4. Getting much of the work needed in the educational institutions and hostels done by the students.

5. Participation of the students in programmes of community development and national reconstruction at all stages of education.

6. Continuation of N.C.C. on its present basis till the end of the Fourth Five-year Plan.

7. Exploration of the possibility of providing N.C.C. training on a whole-time basis, in a continuous programme of about 60 days at the under-graduate stage.

8. Development of alternate programme of social service.

9. Formulation of an appropriate language policy.

10. Adoption of regional language as the medium of instruction.

11. Adoption of this programme within ten years.

12. Energetic action for the production of the text books and technical books in regional languages and the special responsibility of the universities assisted by U.G.C.

13. Continuation of the use of English as the medium of instruction at the All India institutions.

14. The eventual adoption of Hindi to be considered in due course subject to certain safeguards.

15. Regional languages to be made the language of administration for the regions concerned at the earliest possible time.

(16) Continuation of the promotion of the teaching and study of English right from the school stage.

(17) Encouragement to be given to the study of other languages of international communication.

(18) Special attention to be given to the study of Russian.

(19) English language to serve as a link-language in higher education for academic work and intellectual inter-communication.

(20) Hindi to serve as the link language of the majority of our people.

(21) Adoption of all measures for the spread of Hindi in the non-Hindi areas.

(22) Provision of multiple channels of inter-state communication in all modern Indian languages.

(23) Provision for making adequate arrangement for teaching different modern Indian languages.

(24) Establishment of strong departments in some of the modern Indian languages in every university.

(25) Combining two modern Indian languages at the B.A. and M.A. levels.

(26) Promotion of national consciousness through the promotion of understanding and re-evaluation of our cultural heritage and the creation of a strong driving faith in the future towards which we aspire.

III. Education and Consolidation of Democracy

The Commission has suggested the following steps :

(i) Provision of free and compulsory education of good quality for all children upto the age of 14 years as envisaged in Article 45 of the Constitution.

(ii) Organisation of programmes of adult education aiming not only at the liquidation of illiteracy but also at raising the civic and national efficiency and general cultural level of the citizen.

(iii) Training of efficient leadership at all levels by expanding secondary and higher education.

(iv) Provision of equal opportunities to all children of merit and promise irrespective of economic status, caste, religion, sex or place of residence.

(v) Development of a scientific mind and outlook, tolerance, concern for public interest and public service, self-discipline, self-reliance, initiative and a positive attitude to work.

IV. Education and Modernisation

(i) Awakening of curiosity, the development of proper interests, attitude, and values and the building up of such essential skills as independent study and capacity to think and judge for oneself.

(ii) Creation of an intelligentsia of adequate size and competence.

V. Development of Social, Moral and Spiritual Values

The Commission suggested the following :

(a) Adoption of measures by the Central and State Governments to introduce education in moral, social and spiritual values in all institutions under their (or local authority) control on the lines recommended by the University Education Commission and the Committee on Religious and Moral Instruction.

Same steps to be taken by the privately managed institutions.

(b) Setting apart of some periods in the time table for this purpose apart from education in such values being made an integral part of school programmes generally.

(c) Such instructions to be given by general teachers, preferably from the different communities, considered suitable for the purpose.

(d) Special concern of the University Departments in Comparative Religion with the ways in which these values can be taught wisely and effectively.

(e) Undertaking preparation of special literature for use by students and teachers by these departments.

(f) Promotion of tolerant study of all religions so that citizens can understand each other better and live amicably together and the inclusion of syllabus giving well chosen information about each of the major religions as a part of the course in citizenship or as part of general education to be introduced in schools and colleges upto the first degree.

(g) Highlighting the fundamental similarities in the great religions of the world and the emphasis they place on the cultivation of certain broadly comparable moral and spiritual values.

(h) A common course on this subject in all parts of the country and the preparation of common text-books at the national level by the competent and suitable experts available on each religion.

GENERAL OBSERVATIONS

Work Experience—A Convincing Case

The Times of India stated on July 3, 1966.

"The Commission makes out a convincing case for inclusion of work-experience and social service as an essential part of the school system. But effective enforcement of these reforms will call for a degree of imagination and organisation beyond the capacity of most State administrations. The new schemes will no doubt promote closer links between the students and the people. But unless such contacts are fruitful they can lead to a further decline in academic standards by keeping the students away from his studies. This has precisely the experience in Punjab when in the wake of partition the social work done by students was taken into account in awarding degree."

"To emphasize 'work experience' is to make sure that young people do not get detached from the realities of the Indian environment. The p.c. 'streak of quality' is inescapable because it would be impossible to give high quality education to everyone. Linking agriculture to education is essential because agriculture is still the key to Indian development and, as the Commission repeats, 'the agricultural revolution has yet to begin in our country'."

In 1917, the Sadler Commission found that 84.6 p.c. of university students "pursued purely literary courses"; almost 50 years later the proportion is 77 p.c.—so the need to vocationalize secondary education (which the Commission suggests) is self-evident. Free and compulsory primary education we accepted as part of the eternal varieties of the Constitution of 1950. As for making social service a necessary part of education, we have been talking about it for long. If educational institutions in any area thought of themselves as a "co-operative complex" to help each other and pool their resources, then obviously everyone would gain."

Work Experience Appreciated

"...Of the Commissions other recommendations the most crucial are those intended to make the teaching of science an integral part of school education and to provide for 'work experience' to students at different levels. It wants secondary education to be increasingly vocationalized." (*The Patriot*, July 2, 1966)

Harmony between Science and Culture

"There has all along been a controversy between those whose ideal is the complete modernisation of our way of life and those who are anxious to preserve the traditional values inherited from the past. The Commission has gone into this controversy and has formulated a reconstructed system of education which while based on science will also be in coherence with Indian culture and values. This is as it should be. In the history of the nations, in the developing areas of the world every attempt should be made to preserve the continuity of national life although progress demands utilisation of modern science and technology. It should be the object of education

to maintain a correct balance between what is valuable in the legacy inherited from the past and the needs and requirements of the present day." (*Educational India, July, 1966*)

Emphasis on Science and Technology (*National Solidarity, 7th July 1966*)

"The Commission has rightly emphasised to make our education science and technology oriented ; while at the same time it should not lose touch with what is best in our culture and philosophy and what constitute the pride values of our way of life. The education has to serve vital national purposes and therefore, the Commission could not but lay stress on making it a vehicle of national reconstruction that leads our teeming millions to economic emancipation.

Our urgent national need is highly trained and highly imaginative technical personnel, engineers, scientists and planners. We need them in large numbers. So the Commission has suggested teaching science and mathematics from an early stage. But at the same time it is not intended to produce large number of human robots. No, that will be rendering education into a inhuman mechanism. We must, of course, have engineers, technicians and other scientific personnel but these must be imbued by the true spirit, tradition and values of worthy life that our country prides. Then alone can they help in building a great, worthy and free nation which is both prosperous and spiritually alive. And the Commission has not overlooked this vital aspect of education."

SECTION II

SUGGESTED EDUCATIONAL STRUCTURE

The Commission suggested the following:—

I. The new educational structure will consist of

- (a) one to three years of pre-school education.
- (b) A primary stage of 7 to 8 years divided into a lower primary stage of 4 or 5 years and a higher primary stage of 3 or 2 years.
- (c) A lower secondary stage of 3 or 2 years.
- (d) A higher secondary stage of two years of general education or one to three years of vocational education.
- (e) A higher education stage having a course of three years or more for the first degree and followed by a course for the second or research degree of varying durations.

6. II. Age of admission to Class I ordinarily not to be less than

III. First public examination to come at the end of first ten years of schooling.

IV. The system of streaming in school of general education to be made beyond class X.

V. Two types of secondary schools, high schools providing a ten-year course and higher secondary schools providing a course of 11 or 12 years.

VI. Bigger schools and more efficient schools—about one fourth of the total number to be upgraded and attempts to upgrade every secondary school to the higher secondary stage to be abandoned.

VII. New Higher Secondary course beginning in Class XI, to be instituted and Class XI and XII to provide specialised studies in different subjects; existing higher secondary schools with integrated courses in Classes IX, X and XI and running satisfactorily to continue until Class XII is added.

VIII. Transfer of the Pre-university Course from the universities and affiliated colleges to secondary schools by 1975-76 and the duration of the course to be lengthened to two years by 1985-86; U.G.C. being responsible for effecting the transfer of all pre-university or intermediate work from university and affiliated colleges to schools.

IX. Starting of Higher Secondary class or classes in selected schools by State Education Departments, as self-contained units, and assisted with adequate recurring grants.

X. Reconstituting Boards of Secondary Education to accept the responsibility for the Higher Secondary stage also.

XI. Vocationalisation at the Secondary Stage at two points at the end of Class VII (VIII) and at the end of Class X and provision to be made for the introduction of different types of vocational courses at the lower and higher secondary stages, the duration of these courses to vary from one to three years which would prepare young persons for employment.

Reorganisation of the University Stage

1. Duration of the first degree should not be less than three years and the duration of the second degree to be 2 or 3 years.

2. Three years Master's Courses to be started by some universities in certain subjects.

3. Three years special courses for the first degree which begin at the end of the first year of the present three year degree courses to be started in selected subjects and in selected institutions.

4. Bridges between the old and new courses to be built; between existing the courses and the new (longer) courses.

5. Incentives in the form of scholarships to be provided for those who take the longer courses.

Utilisation of Facilities

1. Instructional days in the year be increased to about 39 weeks for schools and 36 weeks for the colleges and pre-primary schools.

2. Standard calendar to be worked out by the Ministry of Education and the U.G.C. in consultation with the State Governments and Universities respectively; the number of other holidays to be cut down to ten in the year; loss of instructional days due to examinations and other reasons not to exceed 21 days in the case of schools and 27 days in the case of colleges.

3. Full utilisation of vocations through participation in studies, social service camps, production experience, literacy drives, etc.

4. Duration of the working days to be increased at the school stage and provision of adequate facilities for self study at the university stage to be made.

5. Full utilization of resources as libraries, laboratories, workshops, craftsheds etc. to be made during all the year round.

6. Creation of an adequate and efficient machinery at the State and National level to define, revise and evaluate national standards at the end of the primary and the lower and higher secondary stages.

7. Raising of Standards of instruction in schools through a variety of measures to be adopted by the universities and colleges. Formation of school complexes with each complex consisting of a secondary school and all the lower and higher primary schools within its neighbourhood.

8. Part-time education to be developed on a larger scale at every stage and in every sector of education and to be given the same status as full time education.

GENERAL OBSERVATIONS

The Proposed Educational Structure is more Scientific

"The proposed system of one to three years of pre-school preparation, a 7-8 year primary stage, a lower secondary stage of 2-3 years, higher secondary of two years, and higher education beginning with a three-year course, will no doubt be considered more scientific than the present system, but unless the proposals are uniformly applied, the existing confusion and imbalance as between States cannot be removed
(*The Patriot* July 2, 1966).

Twelve-Year Course—A very Practical Integrated System (*National Solidarity*, July 7, 1956)

"The Commission has suggested a very practical integrated system consisting of a twelve-year course of Higher Secondary stage, followed by a three-year course for first degree and another two-year course for the final degree. This will be topped by special courses for higher studies for really deserving and capable scholars."

JUNIOR COLLEGES

Two-Year Higher Secondary Stage An—Important and Constructive Recommendation

Dr. D.S. Reddi, the Vice Chancellor of the Osmania University observed, "The Commission has shown great wisdom in keeping the first degree stage at the present 3 years. While I consider that the two-year higher secondary stage is the most important and constructive recommendation, I am disappointed that this most crucial stage should have been assigned to the Secondary Schools rather than to an independent institution like a Junior College. The abolition of the one-year Pre-University Course is the most urgently needed reform but its replacement by the 2-year Higher Secondary Course will not yield the expected benefit if this is done in Secondary Course which have already 10 classes. Even from the psychological point it is wrong to have a mixed age group from 6 to 16 in one institution. We would all have welcomed a clear and forthright recommendation that this should be entrusted to independent junior college or to existing under-graduate colleges rather than to Secondary Schools. The criticism that has been made by the Chief Minister of Madras in this respect would be endorsed by most educationists who have found the existing pattern unsatisfactory." (*Deccan Chronicle* July 17, 1966)

"It has been categorical in attempting to strengthen and enlarge school education by spreading it over 12 years and in retaining English. So far we were used to think of selective admission to University education only. The Commission has gone one step further and has recommended such admission even to H.S. education. This has been done to bridge the gap between demand and available resources." (*Hindustan Standard Calcutta* July 12, 1966)

"Dr. Anil Chandra Banerjee, veteran educationist and a former President of the Board of Secondary Education, wondered how by merely adding one more year to the present education structure, the quality of education could be improved? This would mean fresh financial burden on the shoulders of the overburdened guardians who would have to foot the bills for their wards in schools." (*Amrita Bazar Patrika*, July 3, 1966)

Mr. G.N. Acharya states: "The period from the primary school to the first Arts or Science degree has been 15 years for a long time. Many variations of intermediate stages have been tried; but eleven years of schooling for matriculation or its equivalent has remained constant.

Now the Commission has proposed a ten-year, common, undiversified, lower secondary, and a two-year higher secondary course, followed by a three-year degree course. This merely combines the last year of the present secondary course and the existing Pre-University or First Year.

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Now the Commission has proposed a ten-year, common, undiversified, lower secondary, and a two-year higher secondary course, followed by a three-year degree course. This merely combines the last year of the present secondary course and the existing Pre-University or First Year.

This has the startling effect of *lowering* the standard of the general course equivalent to matriculation by one year, when the real need is for *raising* the standard. Secondly, as the upper secondary course examination is to be in the charge of another Board, this will result in a needless multiplication of such bodies."

(Blitz, July 9, 1966)

Dr. P. Parija (a veteran educationist of Orissa) felt, "the schooling period was recommended as 11 or 12 years with a primary stage of 4 or 6 years. Who will decide whether the period should be 11 or 12 years? Such indecision is prejudicial to uniformity, he said.

Then, the Commission has suggested two types of schools, one providing 12-year course and the other 11 or 12-year course. This is likely to create difficulty. If the students leaving the 10-year school intend, as they certainly will, to enter Colleges, will they be debarred or made to come through 11 to 12 years schools?"

(Amrita Bazar Patrika, July 17, 1966)

"About the educational system itself, the Commission's recommendations may cause, at least in the immediate context, a great deal of confusion. Leaving aside the generally painful jargon, in which teachers are listed among 'essential inputs', the recommendations about the 'new educational structure' will have to be critically considered. The suggestion that no specialization should begin before the first ten years of schooling seems based on sound reasoning, but to transfer the specialized pre-university course to schools would be undesirable in existing and foreseeable conditions. The Commission's plans for the change are complicated and confusing, but the net effect may be a return to the old system of general school education of ten years, followed by two years of partial specialization in preparation for the first degree course.

But these preparatory years, instead of being spent in a college as previously, will now be added to the school stage. This is a task for which the schools are not and are unlikely to be equipped without a drastic and unnecessary change in the whole educational system; it might be simpler and better to revive the intermediate course in colleges. But what makes changes in the existing system necessary has not been made clear; in any event, the confusion that the proposed changes would create would have *gravely unsettling effects* of vast numbers of students."

(Statesman, July 3, 1966)

SECTION III

TEACHER'S STATUS

Remuneration. The Commission stressed that the most urgent need was to upgrade the remuneration of teachers substantially, particularly at the school stage and it recommended that the Government of India should lay down, for the school stage, minimum scales of pay for teachers and assist the States and Union Territories to adopt equivalent or higher scales to suit their conditions. Regarding

scales of pay of school teachers belonging to the same category but working under different managements such as government, local bodies or private management, the Commission recommended that they should be the same.

The Commission proposed the following scales of pay, the implementation of which may be phased over a programme of five years :—

<i>Teachers</i>	<i>Remuneration</i>
1. Teachers who have completed the secondary school course and have received two years' professional training.	Minimum for trained teachers ..Rs. 150 Maximum salary (to be reached in a period of 20 years)...Rs. 250 Selection Grade (for about 15 p.c. of the cadre) ...Rs. 250-300
2. Graduates who have received one year's training.	Minimum for trained graduates ...Rs. 220 Maximum salary (to be reached in a period of 20 years)...Rs. 400 Selection Grade (for about 15 p.c. of cadre) ...Rs. 400-500
3. Teachers working in secondary schools and having post-graduate qualifications.	...Rs. 300 600
4. Heads of secondary schools	Depending upon the size and quality of the school and also on their qualifications, the headmasters should have one or other of the scales of pay for affiliated colleges recommended below.
5. Teachers in Affiliated Colleges (already approved by Government).	Lecturer Junior Scale. ...Rs. 300-25-600 Senior Scale. ...Rs. 400-30-640-40-800. Senior Lecturer Reader ...Rs. 700-40-1100 Principal I ...Rs. 700-40-1100 II ...Rs. 800-50-1250 III ...Rs. 1000-50-1500
6. Teachers in University Departments (already approved by Government)	Lecturer ...Rs. 400-40-800-50-950 Reader ...Rs. 700-50-1250 Professor ...Rs. 1100-50-1300-60-1600.

Other Recommendations for Raising Status

1. Central assistance to be provided at the university stage on a sharing basis of 80 per cent from Central and 20 per cent from State funds, and in the case of private colleges, Central assistance on a 100 per cent basis.
2. Scales of pay to be linked with the improvement of qualification of teachers.
3. Prescription of qualifications of teachers and laying down proper procedures for selection not only for Government schools but for those conducted by local authorities and private management as well by State Boards of School Education and the Education Department.
4. No grant-in-aid to be paid for the salary of a teacher appointed outside the rules.
5. Advance increments to be given for teachers doing outstanding work in schools and colleges.
6. All teachers salaries to be reviewed every five years and the dearness allowance paid to teachers to be related to that paid to government servants.
7. A general programme of welfare services for all school teachers to be organised in each State and Union Territory, the funds being contributed by both teachers and the State on a matching basis and the fund to be administered by Joint Committees of representatives of teachers and government.
8. The normal retirement age for teachers in schools, colleges and universities to be made 60 years with provision for extension up to 65 years.
9. A more equitable system of investing provident fund amount to be devised.
10. In fixing the hours of work not only actual class room teaching but all other work a teacher has to do to be taken into consideration.
11. Provision of concessional railway pass to teachers to any part of India once in five years.
12. Provision to be made for increasing residential accommodation for teachers in rural areas.
13. Adoption of a programme of building construction and grant of adequate house rent allowance in all big cities.
14. Encouraging co-operative housing schemes for teachers and giving loans on favourable terms for Construction of houses.

15. Freedom to be given to teachers to exercise all civil rights and to be eligible for public offices at the local, district, state or national level and no legal restriction to be placed on their participation in election, but while doing so, they are to be expected to proceed on leave.

16. Encouragement to be given for the employment of women teachers at all stages and in all sectors of education ; opportunities for part time employment to be provided on a large scale.

17. Provision to be made for women teachers for residential accommodation particularly in rural areas.

18. Increasing facilities to be provided to them for correspondence courses.

19. Wherever necessary, special allowances to be given to women teachers working in rural areas.

20. Special allowances to be given to teachers for tribal areas ; assistance for the education of their children and residential accommodation.

21. Provision to be made for special training of teachers going to work in rural areas.

22. Recognition to professional organisations of teachers which carry out work for the improvement of the profession and of education to be accorded by the Central and State Governments.

23. Consultation to be held with them on matters relating to school education, general and professional education of teachers and their salaries and conditions of work.

24. Constituting joint Teachers' Councils in each State and Union Territory to discuss all matters relating to teachers' salaries, conditions of work and service and welfare service.

25. The Ministry of Education to consider the suggestions (a) to increase the number of national awards ; (b) to strengthen the selection committees (c) to give travelling allowances to the awardees as for Class I Officers of Government.

What Others Think about these Recommendations

TEACHERS' MAGNA CARTA

Mr. Chagla described the recommendation relating to salaries as the teachers' magna carta. "I only hope we will be able to implement the recommendation," he added.

(*Deccan Chronicle*, June 30, 1966)

Reasonable Scales for Teachers (*National Solidarity*, 7th July, 1966)

"The Commission has suggested reasonable scales of emoluments for teachers at all levels. A sound educational system cannot be built with perpetually unsatisfied teachers. They must get their minimum economic remuneration and status. Good teaching should also be supplemented by a streamlined administrative set-up for education."

The Educational India made these Remarks (*July*, 1966)

"In all systems of education the teacher occupies a central place. The system may be perfect as a piece of mechanism with all parts well integrated. But whether it works well or ill depends ultimately on the morale of the teachers who are in charge of the mechanism. This has been recognised by Dr. Kothari's Commission and the recommendations made by it in respect of the salaries of teachers of all grades and the civic rights they should enjoy go a long way in improving their morale. They give a guarantee that institutions will have a superior quality of teachers, superior not only in respect of their general and professional qualifications but also of the zeal and enthusiasm with which they will work."

The Indian Express appreciated the Views of the Commission on Teachers' Status (*July 1*, 1966)

"If the Commission's scheme for revitalising education in this country and for relating it to the requirements of national development is to succeed, some measures are absolutely essential. In the last analysis the quality of education must necessarily depend on the quality of teachers and it is simply not possible to get the right type of teachers in sufficient numbers if they continue to be paid miserably low salaries. The Commission's recommendations on this question deserve to be accepted and implemented without delay."

K.N.M. Observed in an Article in the Times of India (*July 3*, 1966)

It is good that the Commission has recommended higher wages for teachers. Such recommendations in the past, however, helped improve the salary of teachers only in some parts of the country. By and large they could not be implemented because of lack of resources. Even in a place like Bombay the Head of a Department in a college who holds the rank of professor gets about Rs. 600 a month after having put in 20 years of service. If this is the case in Bombay, what about smaller towns like Vellore and Gauhati ?

Will the Government have the will and machinery to force State Governments and managing bodies to implement the recommendations of the Commission ? How will the Government find the resources needed to implement them ? These are some of the questions which have yet to be answered."

Fair Deal for Teachers (*The Tribune*, July 1, 1966)

"This expansion in demand for education supposes a corresponding increase in the number of teachers and the Commission proposes not only to retain those who are already in but also to draw larger numbers to the profession with better salaries both in government and non-government institutions—increased expenditure is to be met with generous subsidies. While current salaries at the college and university stage are, in many cases not materially different from those proposed, the Commission's recommendations for school teachers—the weakest link in the chain—do constitute a fair deal for them. No matriculate teacher with appropriate training would receive less than Rs. 150 ; the salary rising in 20 years to Rs. 250. For trained graduates the proposed scale is Rs. 220-400 and for M.A.'s in schools Rs. 300-600. What is even better is the recommendation that teachers' salaries would be subject to review every five years so that they do not suffer because of any material rise in the cost of living."

Improvement in Teachers' Salary Rightly Emphasised

Discussing the pay scales of the teachers, Dr. D.S. Reddi, Vice-Chancellor of the Osmania University remarked : "The improvement in the salary scales of teachers has quite rightly been emphasised as being basis for the progress. It is important that the best talent should be attracted for the teaching profession. To what extent this can be achieved remains to be seen, for no State can find funds from its own resources. By and large, it would appear as if parity of pay has been recommended irrespective of the nature of the employer on the principle of equal pay for equal work. It is however a little disappointing that a deviation from this principle has been made in respect of one or two categories of teachers."

(*Deccan Chronicle*, July 17, 1966)

An Attempt to give the Teachers Some Hope of a Better Life (*The Hindu*, July 1, 1966)

"The Commission has rightly held that schools and colleges will go downhill unless they are properly staffed and it is no accident that its recommendations for better scales of pay have hit the headlines of the Press. This is not to say that the scales suggested are princely or that the profession of teaching will henceforward attract the best talent in the country. But the scales offered are an attempt to give the trained teacher some hope of a better life. The cost will, of course, be astronomical and it is not clear where the funds are to come from. The improvement of school buildings and equipment, which are also essential, will prove equally expensive."

A Bold Act

"It has acted boldly in recommending higher pay for teachers of all categories with a promise to review their pay position after every five years and by linking their D. A. with those in Government service."

Realistic Approach

Thus the approach of the Commission has been realistic. It has realised the virtual absence of difference between a school teacher and a college teacher with post-graduate degrees and has prescribed the same scale of pay for both. (*Hindustan Standard*, July 12, 1966)

Dr. R.C. Majumdar, Dean, Faculty of Science, Delhi University, who is also President of the University Teachers' Association said the recommendations about salaries of university teachers would not benefit them. Delhi University was giving the same salaries. (*Hindustan Times*, July 3, 1966)

Head Masters' Grievance (*Amrita Bazar Patrika*, July 3, 1966)

Mr. Dharani Mohan Mukherjee, President, Head Masters' Association, could not find any reason why the position of the heads of the schools had been left undecided by the Commission in its grandiose picture of a new Education Plan. When so much had been said for all categories of teachers why then this particular class had been left out, he could not understand.

Mr. Mukherjee was of the view that what the country needed was a hard "reappraisal of our position".

SECTION IV

TEACHER EDUCATION

A. *Removing the Isolation of Teacher Training.* The Commission felt that in order to make the professional preparation of teachers effective, teacher education must be brought into the mainstream of the academic life of the Universities, on the one hand, and of school life and educational development on the other.

The Commission suggested the following :

- (a) Recognition of education as an independent academic discipline and its introduction as an elective subject in the B.A. and B. Sc. and M.A. and M. Sc. degree courses;
- (b) Establishment of schools of education in selected universities to develop programmes in teacher education and studies and research in education, in collaboration with other university disciplines;
- (c) Reorganising extension work as an essential function of a teacher education institution and establishing Extension Service Department in each institution—pre-primary, primary and secondary—as an integral part of it;
- (d) Establishment of effective alumni associations to bring old students and faculty together to discuss and plan programmes and curricula;

- (e) Organization of student practice teaching in active collaboration with selected schools which should receive recognition from the Education Department as cooperating schools and a special ancillary grant for equipment and supervision;
- (f) Arranging periodic exchange of the staff of the cooperating schools and of the teacher education institutions for the advantage of each category of staff;
- (g) Establishing comprehensive colleges of education in each State on a planned basis ; and
- (h) Establishing State Board of Teacher Education in each State to be responsible for all functions related to teacher education at all levels and all fields.

B. *Improving Professional Training.* For improving the quality of the programme of teacher education the Commission made these suggestions :—

- (a) Undertaking well planned subject orientation or content courses leading to insight into basic concepts, objectives and implications of subjects to be taught in collaboration with university departments;
- (b) Introducing integrated courses of general and professional education in universities;
- (c) Vitalising professional studies and basing them on Indian conditions through developing research;
- (d) Using methods of study which leave greater scope for self study and discussion and methods of evaluation which include continuous internal assessment of practical and sessional work besides practice teaching;
- (e) Improving practice-teaching and making it a comprehensive programme of internship;
- (f) Developing special courses and programmes;
- (g) Revising the curricula and programmes at all levels of teacher education in the light of the fundamental objectives of preparing teachers for their varied responsibilities in an evolving system of education; and
- (h) Improvement of training institutions.

Duration of the Course

The duration of the professional courses to be two years for primary teachers who have completed the secondary school course and one year for the graduate students. The number of working days in a year to be increased to 230.

Survey of teacher education programme. The State Boards of Teacher Education to conduct a survey of teacher education programmes and curricula and initiate the necessary revision.

New professional courses. New professional courses to be developed to orientate headmasters, teacher educators, educational administrators, to their special field of work.

Flexible post-graduate course in education. The post-graduate courses in education should be flexible and be planned to promote an academic and scientific study of education and to prepare personnel for special fields of education, requiring special knowledge and initiation. They should be conducted by persons with real competence for such work.

Improving Teacher Education Institutions

The Commission suggested :

- (i) The staff of secondary training colleges should have a double Master's degree in an academic subject and education; a fair proportion should hold doctorate degrees ; they should have taken induction or orientation courses in teacher education.
- (ii) Qualified specialists in psychology, sociology, science or mathematics may be appointed even if they have no professional training.
- (iii) Summer Institutes should be organised for the inservice training of staff.
- (iv) No student should be allowed to specialise in the teaching of a subject unless he has studied it for his first degree or obtained an equivalent qualification prior to training.
- (v) State and Union Territories should adopt as a rule that teachers in secondary schools will ordinarily teach only those subjects they had studied at the college level.
- (vi) If students are required to teach subjects other than those they have studied, they should take a special course either by correspondence or in the Summer Institute.
- (vii) Attempts should be made to recruit first and good second class students in teacher training institutions and adequate scholarships should be given to them.
- (viii) All tuition fees in secondary training institutions should be abolished and liberal provision made for stipend and loans.
- (ix) Every Training Institution should have an Experimental or a Demonstration School attached to it.

Training Institutes for Primary School Teachers

- (i) The staff in institutions for training primary teachers should hold a Master's degree either in Education or in an academic subject as well as B. Ed. and should have undergone special induction courses in Teacher Education at primary level.
- (ii) New appointments of primary teachers should be restricted to those who have completed at least 10 years general education; exceptions may be made for women teachers and teachers in tribal areas.
- (iii) Correspondence courses and liberal concessions for study-leave should be made available to unqualified teachers in primary schools to improve their qualification.
- (iv) Special courses for graduates entering primary teaching should be organised.
- (v) The duration of the training courses for primary teachers should be uniformly two years for those who have completed the secondary school courses. Teachers with different educational qualifications should not be put into the same course.
- (vi) All tuition fees in primary teachers' training institutions should be abolished and liberal provisions made for scholarships, stipends and loans.
- (vii) Substantial increases should be made in the hostel and residential facilities in primary training establishments.
- (viii) Demonstration or Experimental schools should be attached to Primary Training Institutions.

Expansion of Training Facilities

Each State should prepare a plan for the expansion of training facilities in its area so that the output of trained teacher meets the demand for teachers.

Supplementary part time facilities should be provided on a large scale.

The backlog of untrained teachers should be cleared during the Fourth Five Year Plan through suitable measures.

In-Service Education

Systematic and coordinated programmes of in-service education, in content and method, should be organised by universities, Teacher Education Institutions and Teachers Organisations, for teachers at

all levels, on a large scale so that every teacher would receive at least two or three months in-service education in every five years of his service.

The programme of summer institutes for the in-service training of secondary school teachers should be extended, with systematic follow up and active collaboration among the agencies concerned and stimulation of further research in Education.

Professional Preparation of Teachers in Higher Education

- (i) Some orientation is necessary for teachers in higher education and suitable arrangements should be made.
- (ii) Newly appointed lecturers should be given some time to acclimatise themselves to the institutions and should be encouraged to attend lectures of good teachers.
- (iii) Regular orientation courses for new staff should be organised in every university and where possible, every college.
- (iv) In the bigger universities or groups of universities, these courses may be placed on a permanent basis by establishing a staff college.

Standards in Teacher Education

- (i) The UGC should take the responsibility at the national level for the maintenance of standards in teacher education. The State Board of Teacher Education should be responsible for the raising of standards at the State level.
- (ii) A substantial allocation of funds should be made available to the UGC in the Fourth Five Year Plan for improvement in teacher education.
- (iii) The UGC should set up a standing committee for teacher education consisting of persons from the profession to deal with standards of teacher education.
- (iv) The Government of India should make provision of funds in the Centrally sponsored sector to assist State Governments develop teacher education.

SECTION V

TOWARDS EQUALISATION OF EDUCATION OPPORTUNITY

The Commission suggested the following measures :—

I. FREE EDUCATION

- (a) The country should work towards a stage when all education would be tuition free.

- (b) Tuition fees at the primary stage should be abolished as early as possible and preferably before the end of the Fourth Five Year Plan.
- (c) Lower Secondary education should be made tuition free in all Government, local authority or aided private institutions as early as possible and preferably before the end of the Fifth Plan.
- (d) For the next ten years the main effort with regard to fees in higher secondary and university education should be to extend provisions of tuition free education to all needy and deserving students.

II. REDUCTION IN OTHER COSTS

- (i) Efforts are needed to reduce other costs of education and provide instructional material free of charge.
- (ii) Provision of free text-books at the primary stage should be given a high priority ; a programme of book banks should be developed for secondary schools and institutions of higher education, whose libraries should also contain multiple sets of text-books ; grants for the purchase of books should be made to the more talented students.

III. PROVISION FOR ADEQUATE SCHOLARSHIPS

Adequate scholarships should be given to promising children completing the lower primary school to continue their studies ; a placement service should be inaugurated to guide the brighter children to good schools.

1. At the lower secondary stage, the present system awarding scholarships on a centralised basis at the district or block level should be abandoned and the top 10 per cent students in class VII or VIII in each school should be given scholarships. An adequate placement programme to help gifted students and scholarship holders to obtain admission to quality schools should also be developed.

2. The responsibility for implementing this programme should be placed on the Education Departments, which should work in collaboration with the universities.

3. Steps should be taken immediately to devise suitable techniques for identifying talent at the school stage.

4. Every educational institution should be assisted to develop a programme for identifying the brighter children attending it and providing them with special enrichment programmes to suit their needs.

5. Talent should cover a wide range of mathematical, verbal, artistic and experimental skills.

6. At the under-graduate stage, scholarships should be available to at least 15% of the enrolment by 1976 and to 25% by 1986.

7. At the post-graduate stage scholarships should be available to at least 25% of the enrolment by 1976 and 50% by 1986.

8. There should be two kinds of scholarships, for staying in hostels and those staying at home, the former covering all education and living costs, and the latter covering all education costs.

9. Self service by students in hostels should be developed to reduce costs involved and to extend the benefit of financial assistance to a large number of students.

10. The average amount of the scholarships will be Rs. 75 and Rs. 150 per month at the under-graduate and post-graduate stages respectively.

11. The national scholarships scheme should aim at the covering 5% of students appearing at examinations by 1975-76 and 10% by 1985-86.

12. The Ministry of Education should allocate national scholarships to the different examinations in a State as a step towards improving procedures.

13. Fifty per cent of the scholarships should be awarded on the basis of school clusters and the remaining fifty per cent, as at present, on the basis of the state as a unit.

14. A scheme of university scholarships should be developed in the Fourth Plan which should aim at covering 10 per cent of the enrolment at the under-graduate stage and 20% at the post-graduate stage by 1976.

15. A standing committee on post-graduate and research scholarships at the national level should be set up to coordinate programmes in this field.

Scholarships in Vocational Education

More intensive efforts are needed to introduce egalitarian treatment in admissions to institutions of vocational education particularly Institutes of Technology and Colleges of Engineering and Medicine.

30 per cent of the students under vocational education at the school stage should be scholarship holders and 50 per cent in professional education at higher stage should be scholarship holders.

Study Abroad

A national programme of about 500 awards a year for study abroad should be launched.

Loan Scholarships

A programme of loan scholarships should be organised to supplement the outright scholarships ; these should be primarily meant for students of science and professional courses ; if a loan scholarship holder joins the teaching profession, 1/10th of the loan should be written off for each year of service ; for convenient administration of loan scholarships, a Board should be set up to administer this programme.

General Problems

Provision of transport facilities in the form of bicycles should be widely extended ; a large number of day study centres at the secondary and university stages should be opened ; facilities to earn while on scholarship should be developed.

Professional consideration should be given to needs of girls in scholarships and other forms of student aid.

Financial Responsibility

The responsibility for developing an adequate scholarship programmes at the school stage would rest with the state government while in higher education as well as for study abroad, the responsibility would rest with the Government of India. The funds needed for the programme at the school stage would be provided in the centrally sponsored sector.

Handicapped Children

The Commission recommended the following :

The education of the handicapped children should be an inseparable part of the general education system.

Educational facilities should be provided for about 10% of the total number of handicapped children by 1986, one good institution being set up for the purpose in each district.

Experimentation with programmes while laying stress on the integration of handicapped children with normal children should be welcomed.

A few pilot centres should be developed to provide services for categories of children who have peculiar educational needs.

It will be necessary to increase the capacity of existing teacher training institutions and to establish new ones ; to co-ordinate the efforts of different agencies and to develop adequate research in the field.

Women's Education

The Commission endorsed the recommendations of different committees set up to examine the problems of girls and women's education.

The special programmes recommended by the National Committee on Women's Education should be emphasised. At the same time, general attention should be paid to the education of girls at all stages and in all sectors. A special machinery is required at the Central and State levels to look after the education of girls and women.

The full time employment of qualified women in such vocations as teaching, nursing and social services should be provided.

EDUCATION OF THE BACKWARD CHILD

Neglect of backward children leads to wastage of educational facilities and human resources and it is necessary for a developing country to reduce this wastage to the minimum.

Slow Learners

The Commission divided backward children into two major categories :

1. The mentally handicapped.
2. The under-achievers.

Among the mentally handicapped, those below IQ 75 cannot benefit from formal education.

The dull or slow learners are educable but should be placed in special schools or special classes where they can receive individual attention.

The under-achievers. Since the under-achievers represent a loss of potential manpower often of high ability, the Commission felt that steps should be taken to—

(a) diagnose the causes of under-achievement;

(b) to formulate and implement remedial programmes within the school system, with the help of interested teachers and child guidance clinics where available, and parent-teacher association.

The Most Significant Recommendation : Equalization of Opportunity (Editorial, *The Patriot*, July 2, 1966)

“Perhaps the most significant of the recommendations relate to equalization of opportunity which in the nineteenth year of freedom is still a dream. The proposals aimed at bringing about equality of opportunity are mainly those to abolish tuition fees under a phased

programme, beginning with primary education and reaching up to the highest levels, and those for the creation of "common schools" which can ensure that the most talented children will receive education for leadership in different spheres irrespective of parentage or present social status. Education Minister Chagla is known to be fond of the so-called public schools of today which provide for the pampered children of affluent households and produce a class of snobs who can step into the shoes of their parents, thus ensuring a hereditary ruling class who can lord it over the millions. Apart from the Minister's predilections, there is also the fact that the Constitutional provision for free and compulsory education for all children up to the age of 14 has so far remained a dead letter."

Correct Insistence on Merit (*National Solidarity*, July 7, 1966)

"The Commission has correctly insisted that the merit and suitability alone should be the sole criterion for selection of candidates for higher classes, particularly degree courses both in arts and technical subjects. While the summary of the comprehensive report makes no mention, it should imply that State will be responsible for providing full opportunities to the really intelligent and capable students of poor classes to get the best education and training they deserve. The basic concept of our Constitution is equal opportunity for all. This should be translated into action by the State by taking over responsibility of providing maximum education and training to every one that he or she deserves on his or hers merit."

Commission Criticises Public School System (*Indian Express—News Service*, July 3, 1966)

If the Government ultimately decides to implement the recommendations of the Education Commission on social and national integration, it will have to sign the death warrant of the "so-called Public Schools" in the form they exist in India now.

The Commission has spoken of these institutions in scathing terms. The system of schools largely reserved for those who have the capacity to pay high fees, "was transplanted in India by British administrators and we have clung to it so long because it happened to be in tune with the traditional hierarchial structure of our society".

When the full report of the Commission is published in about another ten days—it will come as a powerful indictment against the present "segregation in education itself—the minority of private, fee charging, better schools meeting the needs of the upper classes and the vast bulk of free, publicly maintained, but poor schools being utilised by the rest".

The Commission has regretfully noted that "what is worse, this segregation is increasing and tending to widen the gulf between the classes and the masses".

Undemocratic

This undemocratic feature of the Indian school system has been described by the Commission as one of the major weaknesses of the present educational structure. "The children of the masses are compelled to receive sub-standard education and, as the programme of scholarships is not very large, sometimes even the ablest among them are unable to find access to such good schools as exist, while the economically privileged parents are able to "buy good education for their children".

The Commission has stated that whatever the past history of the so-called Public Schools they have "no valid place in the new democratic and socialistic society we desire to create".

It has pointed out with approval to the educational system built up by the Soviet Union (one of the major factors which has contributed to its progress) and also the systems developed in the U.S.A., France and the Scandinavian countries.

Further, the Commission has pointed out that recently the so-called Public Schools have come in for strong criticism in England itself and it is not unlikely that a radical change may be initiated to make them more democratic.

The Commission has emphasised that India must move towards the goal of a common school system which will be open to all children irrespective of caste, creed, community, religion, economic condition or social status; where access to good education will depend not on wealth or class but on talent and in which no tuition fee will be charged.

One of the ways suggested by the Commission for the easy adoption of the common school system is the "neighbourhood school" concept under which all children without exception must go to the nearest school.

Compulsory social and national service for all students has been recommended by the Commission as an antidote to the "temptation to become a parasitical group living for itself and perpetuating its own privileged position".

SECTION VI

THE STUDY OF LANGUAGES

Evolution of the Language Policy. The Commission stressed its importance as, "the development of a proper language policy can also assist materially in social and national integration. Of the many problems which the country has faced since Independence, the language question has been one of the most complex and intractable and it still continues to be so. Its early and satisfactory solution is

imperative for a variety of reasons educational, cultural and the political."

Development of Modern Indian Languages. The Commission felt, "It is hardly necessary to emphasize that the development of the Indian languages is both urgent and essential for the development of the Indian people and as a way of bringing together the elite and the masses. It can make scientific and technical knowledge more easily accessible to people in their own languages and thus help not only in the progress of industrialization but also in the wider dissemination of science and a scientific outlook. Energetic action is needed to produce books and literature, particularly scientific and technical, in the regional languages. This should be regarded as a specific and imperative responsibility of the universities and the UGC should provide not only general guidance but also allot adequate funds for the purpose."

Medium of Education at Schools and Colleges. The Commission stated, "The development of the modern Indian languages is inextricably linked up with the place given to them in the educational system specially at the university stage. The medium selected should enable students to acquire knowledge with facility, to express themselves with clarity and to think with precision and vigour. From this point of view, the claims of the mother-tongue are pre-eminent."

Learning through a foreign medium compels the students to concentrate on cramming instead of mastering the subject matter. Moreover, as a matter of sound educational policy, the medium of education in school and higher education should generally be the same. Prior to 1937, the position was at least consistent. English was the medium both in the upper stages of school and in college education. As we have rightly adopted the regional languages as the media of education at the school stage, it follows logically that we should adopt them increasingly at the higher stage also."

This proposal may also be supported strongly as a measure to promote social and national integration.

Is it possible to have a Single Medium of Education at the University Stage? The Commission wrote about this: "It has been sometimes argued that there should be a single medium of education at the university stage—English for the time being, to be ultimately substituted by Hindi—on the ground that it would promote mobility of teachers and students from one part of the country to another, provide for easy communication between academic and professional men and administrators, further intellectual cooperation amongst the universities and help in other ways in developing a corporate intellectual life in the country. We are inclined to think, on a balance of considerations, that this solution is not feasible. In practice, it will probably mean the indefinite continuance of English as the only medium of education—a development that we cannot support in the larger interests of the country. The adoption of Hindi as a common

medium of education in higher education in all parts of India is not possible for some years to come and, in non-Hindi areas, it will still have some of the disadvantages associated with the use of a foreign medium and is likely to be resisted. It would, therefore, be unwise to strive to reverse the present trend for the adoption of the regional languages as media of education at the university stage and to insist on the use of a common medium in higher education throughout the country."

In view of the importance of the problem, the Commission suggests the UGC and the universities carefully work out a feasible programme suitable for each university or group of universities.

The changeover should take place as early as possible and, in any case, within about ten years, since the problem will only become more complex and difficult with the passage of time.

A large programme of producing the needed literature in the Indian languages will have to be made for the training and retraining of teachers. Suitable safeguards should be devised, in the transitional stage, to prevent any lowering of standards during the process of change-over because of inadequate preparation. "But, while we proceed with caution, we would do well to remember that careful action does not mean vacillation, or tardy action, or no action at all. Caution is meaningful only if it is part of a policy of determined, deliberate and vigorous action."

English as the Medium in All-India Institutions. There will, however, be one important exception to this general rule, namely, All-India Institutions which admit, in considerable numbers, students from different parts of the country. These now use English as the medium of education, which should continue undisturbed for the time being.

Change-over to Hindi in these Institutions under two Conditions. The first is the effective development of Hindi as a medium of education at this level. This is a matter which can be left to the UGC and the institution concerned to decide.

The second is the equally important political consideration that, in such a change-over, the chances of students from non-Hindi areas should not be adversely affected and that the proposal should have the support of the non-Hindi States.

Simultaneously, it is necessary to make the regional languages the official languages of the regions concerned as early as possible so that higher services are not *de facto* barred to those who study in the regional medium.

Channel of International Communication. English would be the most useful 'library language' in higher education and our most significant window on the world.

It is also important to encourage the study of other foreign languages on a more extensive scale for a variety of academic and practical purposes.

Russian has a special significance for the study of science and technology in the present day world.

In addition, French, German, Japanese, Spanish and Chinese are important world languages of communication and for acquiring knowledge and culture. All universities, some selected colleges, and also a small proportion of carefully selected schools should provide for the teaching of these languages. The knowledge of another foreign language (especially Russian) besides English should be a requirement for a doctorate degree, and in certain subjects, even for the Master's degree.

Hindi as the Link Language. The Commission observed : "It is however, equally obvious that English cannot serve as the link language for the majority of the people. It is only Hindi which can and should take this place in due course. As it is the official language of the Union and the link language of the people, all measures should be adopted to spread it in the non-Hindi areas. The success of this programme will largely depend on the extent to which it is voluntarily accepted by the people of these areas."

Multiple Channels of Inter-State Communication. "In addition to Hindi, it is essential to provide multiple channels of inter-State communication in all modern Indian languages. In every linguistic region, there should be a number of persons who know all the other modern Indian languages and some who are familiar with their literatures and able to contribute to them." For this purpose, the Commission recommended :—

Adequate arrangements should be made both in schools and colleges, for teaching different modern Indian languages.

In addition, steps should be taken to establish strong departments in some of the modern Indian languages in every university.

It may also be advisable to create a small number of special institutes (or advanced centres) for the comparative study of different languages and their linguistic problems.

At the B.A. and M.A. levels, it should be possible to combine two modern Indian languages. This will incidentally supply the bilingual persons needed for language teaching in schools and colleges.

THE SCHOOL CURRICULUM

The Commission recommended broad areas of curricular studies for the different sub-stages, as under :—

1. *Lower Primary Stage (Classes I—IV)*

- (a) One language—the mother tongue or regional language.
- (b) Mathematics.
- (c) Study of Environment (covering Science and Social Studies in Classes III and IV).
- (d) Creative Activities
- (e) Work-Experience and Social Service.
- (f) Health Education

2. *Higher Primary Stage (Classes V—VII)*

- (a) Two languages—(i) the mother tongue or the regional language and (ii) Hindi or English.

(Note. A third language (English, Hindi or the regional language may be studied on an optional basis.)

- (b) Mathematics.
- (c) Science.
- (d) Social Studies (or History, Geography and Civics)
- (e) Art.
- (f) Work Experience and Social Service.
- (g) Physical Education.
- (h) Education in Moral and Spiritual Values.

3. *Lower Secondary Stage (Classes VII—IX)*

- (a) Three languages. In non-Hindi speaking areas, these languages will normally be,

(i) the mother tongue or the regional language, (ii) Hindi at a higher or a lower level, (iii) English at a higher or a lower level. In Hindi speaking areas; they will normally be (i) the mother tongue or the regional language, (ii) English (or Hindi, if English has already been taken as the mother tongue), and (iii) a modern Indian language other than Hindi.

Note. A classical language may be studied in addition to the above three languages on an optional basis.)

- (b) Mathematics.
- (c) Science.
- (d) History, Geography and Civics.
- (e) Art
- (f) Work Experience and Social Service.
- (g) Physical Education.
- (h) Education in Moral and Spiritual Values

Basis for a Workable Three-Language Formula

After tracing the origin of the three-language formula and the difficulties experienced the Commission suggested that the following guiding principles would help in evolving a *workable* three-language formula in schools :—

1. Hindi is the official language of the Union and is expected in due course of time to become the *lingua franca* of the country. Its ultimate importance in the language curriculum will be second only to that of the mother tongue.

2. English will continue to enjoy a high status so long as it remains the principal medium of education at the university stage, and the language of administration at the Centre and in many of the States. Even after the regional languages become media in higher education in the universities, a working knowledge of English will be a valuable asset for all students and a reasonable proficiency in the language will be necessary for those who proceed to the university.

3. The degree of proficiency that can be acquired in learning a language at school depends not only on the number of years during which it is learnt but also on the motivation of the student, the stage at which it is studied, the types of teachers and equipment provided and the methods of teaching adopted. A short period under favourable conditions might achieve better results than a longer period without proper facilities. While arguments can be advanced for introducing a child to a second language at a very early age, the provision of qualified and competent teachers for teaching the language to millions of children in our primary schools would be a very formidable task.

4. The most suitable stage for making the learning of three languages compulsory appears to be the lower secondary stage (Classes VIII—X) where smaller numbers of pupils are involved and better facilities and teaching personnel can be provided. It is also desirable to stagger the introduction of two additional languages so that one is started at the higher primary stage and the other at the lower secondary stage, after the first additional language has been mastered to some extent. In a good school, three years of compulsory study would probably be adequate for gaining a working knowledge of the third language; but arrangements should be made for its study for a longer period on an optional basis.

5. The stage at which Hindi or English should be introduced on a compulsory basis as a second language and the period for which it should be taught will depend on local motivation and need, and should be left to the discretion of each State.

6. At no stage should the learning of four languages be made compulsory, but provision should be available for the study of four or even more languages on a voluntary basis.

Modified Three-Language Formula to include :

- (a) The mother tongue or the regional language;
- (b) The official language of the Union or the associate official language of the Union so long as it exists; and
- (c) A modern Indian or Foreign Language not covered under (a) and (b) and other than that used as the medium of instruction.

Implications of the Modified Formula. "At the lower primary stage only one language should be studied compulsorily—the mother tongue or the regional language, at the option of the pupil. In the case of the vast majority of pupils, the language of study at this stage will be the regional language which will also be their mother tongue. Some children belonging to the linguistic minorities may also opt for instruction in the regional language, because of its great advantages; but this cannot be forced on them, and they have the right under the Constitution to have facilities provided for their primary education through their mother tongues. The State Governments should therefore, provide primary schools teaching through the mother tongue for the children of linguistic minorities if they desire to have such an education, subject to the usual condition approved by the Education Ministers' Conference (1949) that the minimum number of such children should be 10 in a class or 40 in a school. It is desirable that such children should have a working knowledge of the regional language also. Facilities for its study should, therefore, be provided, on an optional basis, from Class III onwards. We do not favour making the study of regional language compulsory at this stage for children of linguistic minorities, as has been done in some States at present. We also are not in favour of teaching English as a second language at this stage. This has been discussed further in a later section.

At the higher primary stage only two languages should be studied on a compulsory basis: (i) the mother-tongue or the regional language, and (ii) the official or the associate official language of the Union. For almost all the pupils in the Hindi areas and for a majority of them in the non-Hindi areas, English will probably be the second language, but a large proportion of the pupils in non-Hindi areas may also opt for Hindi. In addition, facilities should be provided for the study of a third language on an optional basis, so that the children in Hindi areas whose mother-tongue is not Hindi and the children in non-Hindi areas who have taken English as the second language may study the official language of the Union, if they so desire.

At the lower secondary stage (Classes VIII—X), a study of three languages should be obligatory, and a student should be under an obligation to study either the official language of the Union or the

associate official language which he had *not* elected at the higher primary stage. By and large, the pupils in the Hindi areas will study Hindi, English and a modern Indian language, while the vast majority of pupils in non-Hindi areas will learn the regional language, Hindi and English. In the selection of the modern Indian language in Hindi speaking areas, the criterion should be the motivation of the pupils for studying that language. For instance, in the border areas of a State, people are generally interested in studying the regional language across the border and this could well be the third language to be studied.

It is true that English will be the most important library language to be studied at this stage. We, however, think that it is also necessary to encourage the study of other important library languages like Russian, German, French, Spanish, Chinese or Japanese. Facilities for their study should be provided in a few selected schools in each State and it should be open to the students to study them, either in addition to, or in lieu of English or Hindi. Similarly, provision should be made in a few selected schools in the non-Hindi areas, for the study of modern Indian languages other than Hindi and the regional language. It should be open to the students to study these languages, as stated earlier with regard to library languages, either in addition to or in lieu of either English or Hindi.

In the higher secondary classes, which will serve largely as a preparatory stage for higher education, only two languages need be made compulsory and the students should have the option to select any two of the three languages studied earlier or a combination of any two languages taken from the following groups: (1) modern Indian languages; (2) modern foreign languages; (3) classical languages—Indian and foreign. There is of course no bar to a student studying one or more additional languages on an optional basis.

Position of the Official Languages in the Formula. The three-language formula as modified above is elastic and more likely to meet the varied linguistic needs of the people rather than the rigid approaches which are commonly adopted. For instance:

1. The study of English and Hindi in our proposal, would be indicated, not in terms of years of study, but in terms of hours of study and the level of attainment. There would be two prescribed levels of attainment in each of these languages—one for those who study it for a period of three years and the other for those who study it for a period of six years.

2. For most children completing lower secondary stage, two of the three languages learnt will be Hindi and English—the two link languages of the country which function as instruments of national and social integration. Some need only a working knowledge of Hindi or English, while others require a greater proficiency in them. The flexible curriculum which we have proposed would cater for these separate needs.

3. Although English would be the most important library language to be studied, a certain number of students will study a library language other than English in all parts of the country.

4. In every linguistic region, there will be a certain number of students studying other modern Indian languages and thereby opening up multiple channels of internal communication.

This elastic approach to the language problem, it is hoped, will promote a better cultural communication between the different linguistic groups in the country and promote a better international understanding."

Three-Language Formula at the University Stage. The Commission is of the view that this would place a heavy language load on students and lead to a waste of scarce resources and deterioration of standards of subject knowledge in higher education. The study of two languages only should be compulsory at the higher secondary stage. In higher education, the study of a language should not be compulsory.

Study of Hindi. "Although in the modified three-language formula recommended by us, a certain proportion of students may not study Hindi as a second or third language, beyond a period of three years, we would like to lay the utmost stress on the importance of the study of the language and the necessity of organizing a nation-wide programme for promoting such study on a voluntary basis. As Hindi is the link language among the masses, it is necessary that every person should have at least a working knowledge of Hindi as a channel of internal communication in all parts of India and that those who will have to use it as the official language either at the Centre or in the States acquire a much higher proficiency in it. But in our opinion, the cause of Hindi, and also of national integration, would be better served if its study beyond a certain point is not forced on unwilling sections of the people. We have no doubt that boys and girls will study Hindi more intensively if there is adequate motivation. This motivation largely depends on the extent to which Hindi becomes in effect a language of administration. It is also related to the manner in which Hindi develops and becomes enriched so that people in non-Hindi areas may turn to it for knowledge and cultural nourishment."

International Numerals. The numerals now taught in schools vary from language to language. We recommend that all modern Indian languages should adopt the international numerals which, in a way, are really Indian in origin. This is a simple reform which will lead to great convenience.

Study of English. In view of the importance of English as long time to come, to continue as 'library language' in the field of higher education, a strong foundation in the language will have to be laid at the school stage. The Commission recommended that its teaching may

begin in Class V, but it also realized that for many pupils, particularly in the rural areas, its study will not commence before Class VIII.

The Study of Classical Languages. We recognize the importance of the study of classical languages and of the special claim that Sanskrit has on the national system of education. But we do not agree with the proposal to include Sanskrit or other classical languages in the three-language formula. In our opinion, this formula has to be restricted to the modern Indian languages only. We are in favour of the proposal of adopting a combined course of the mother-tongue and Sanskrit. But this is not a very popular proposal. Under these circumstances, classical languages can be provided in the school curriculum on an optional basis only. This may be done from Class VIII onwards.

The Three Language Formula—How it will Operate in Different Classes

The following is the summary of the Recommendations of the Education Commission on the Three-Language Formula :

Classes I—IV The study of only one language should be compulsory. It will naturally be mother tongue.

Classes V—VIII The study of two languages should be compulsory at this stage. The second language may be either the official language of the Union (Hindi) or the associate official language of the Union (English), so long as it is thus recognized.

Classes VIII—X The study of three languages should be obligatory at this stage and one of these three languages should be the official language of the Union or the associate official language whichever was *not* taken up in Classes V—VII.

Classes XI—XII The study of no language should be compulsory.

A Pragmatic Approach (*National Solidarity, July 7, 1966*)

“The Commission has suggested a more pragmatic three-language formula which should serve as a practical basis of compromise on various schools of thought on this vexed question. Mother tongue as the medium of instruction upto University standard (providing a ten-year transitional period for change-over in the present Universities), and compulsory teaching of either Hindi or English and one more language, either a modern Indian language other than regional language serving as medium of education or an European language.

Even this balanced formula may not escape political controversy as the Education Minister has confessed. But we do not imagine a

better formula. The Hindi zealots will have to pay heed to the Commission's considered advice that there should be no compulsion in teaching Hindi, while there should be a concerted voluntary campaign to spread Hindi. This attitude alone can help Hindi to attain its rightful status, while at the same time not expose national unity to disintegration."

Language Formula Welcomed (*Educational India, July 1965*)

"The Commission has also given a clear lead in regard to the language controversy. It has laid down that within ten years the regional languages should become the media of instruction at all levels including the University stage. It has also recommended that for the time being English should be the link language and that as such it should be taught from an early stage. It has also suggested modifications in the adoption of the three language formula by saying that Hindi should not be made a subject of compulsory study in non-Hindi areas. This should give satisfaction to the people of the South who have been opposed to the compulsory imposition of Hindi. All the same the Commission is also clear on the view that English cannot continue to be a link language for all time to come and that sooner or later it should be replaced by Hindi."

A Balance Struck

"The controversial part of the report is that dealing with the language question. Here again the attempt, perhaps inevitably, is to strike a balance between the vehement opposition to Hindi in certain areas and the need to evolve a national language to ensure national integration in the long run. The suggestion that the regional language should be the medium of instruction at school as well as at the higher stage is unexceptionable. In respect of all-India institutions English will continue with eventual adoption of Hindi as the aim. But whether the positive provision for promotion of teaching of English "right from the school stage" simultaneously with the pious wish that "all measures should be adopted" to spread Hindi in the non-Hindi areas, will bring about the desired result must remain open to question. However, the Commission's approach to elevation of standards without attempting to aggravate mutual suspicions is perhaps the best in the prevailing circumstances."

(*The Patriot, July 2, 1966*)

Commission deserves Congratulations on Upholding the Claim of Mother Tongue

Shri Badlu Ram Gupta, an educationist and ex-legislator from Punjab, states—

"The Commission also deserves congratulations for upholding the claim of the mother-tongue as the best suited medium of instruction at all levels of education. It is a universally accepted principle of a sound educational system that the ends of education are served best when it is imparted through the mother-tongue of the student.

The Commission has cut the Gordian knot by fixing a ten-year period for change-over from English to regional languages."

(*The Hindustan Times*, July 7, 1966)

The Language Question Handled Tactfully (*Times of India in an Editorial supported the Commission's Recommendations*)

"No issue in the field of education is so charged with emotion as the one concerning the place of languages in the school curriculum. The Education Commission has been careful to handle it with the utmost tact. The so-called three-language formula under which pupils in non-Hindi areas have to study Hindi compulsorily and those in Hindi areas have to learn another Indian language has been more or less defunct. At least two States—Madras and West Bengal—have refused to make Hindi a compulsory subject to study in secondary schools and in most Hindi States students by and large have had no inducement to study another modern Indian language. Even where facilities exist for the study of Hindi for six or seven years in secondary schools in non-Hindi States they are hopelessly inadequate because of the lack of competent teachers. The only pragmatic course for the Commission in this situation was to search for a formula which, while rejecting the principle of compulsion, would in effect induce most students in non-Hindi States to acquire a working knowledge of Hindi."

Under the scheme proposed by it every secondary school student will have to learn three languages as before but the options open to him will be somewhat different from those he has today. He will start with his mother tongue or the regional language at the primary stage, then choose between Hindi and English when he reaches the fifth or sixth class, and during the last three years at school take up the study of a third language—a foreign language or another modern Indian language. The natural choice for most students in non-Hindi States who opt for English in the fifth or sixth class will be Hindi in the last stage. The formula avoids the pitfall of compulsion and at the same time gives to Hindi its due place in the curriculum. By shortening the period of study it also reduces the waste involved in the present formula and also the demand on the supply of Hindi teachers of the requisite calibre. The only issue on which there may be some cause for concern is the capacity of the average secondary school student to master the language in the short period of three years.

How far doubts on this score are allayed will depend on the care the State authorities take in prescribing the Hindi course and also on the kind of training they provide for Hindi teachers. A three year course may not be exacting enough to enable the student to use Hindi with any degree of skill or precision. The State Governments ought to keep an open mind on the question and be willing to adjust the course in the light of experience. The new formula deserves a fair deal. The Commission itself asks for not more than this. While

hoping that three years of compulsory study of the third language may be adequate, it is careful to advise the authorities wherever possible, to arrange for its study for a longer period "on an optional basis".

The Commission builds on the hope that whatever deficiencies there are in the new arrangement can be made good by voluntary effort. It does not want the study of Hindi beyond a certain point to be forced "on unwilling sections of the people". The attempt in its view should be rather to persuade them to study it intensively by convincing them that it is in their own interest to do so. There will be "adequate motivation". The Commission feels, once the students in non-Hindi States know that Hindi is destined to become the language of the administration at the Centre and that it is also developing in such a way that the people in non-Hindi areas can use it "for knowledge and cultural nourishment". But this is to argue in a circle. Surely the Commission knows that the extent to which Hindi becomes the language of the administration in turn depends upon the assiduity with which the students in non-Hindi States take to its study. After the experience of the anti-Hindi riots of 1965, the Central Government can hardly be expected to hasten the change-over to Hindi in conducting its day-to-day work. The new language formula will be helpful only in the measure in which it helps to break down the resistance of the people in non-Hindi areas against the study of Hindi. In the long run no formula, however sensible, can be a substitute for concerted action to make each Indian language a fit vehicle for modern thought capable of replacing the foreign medium of instruction which has cramped the style and thinking of the intelligentsia for several generations.

Original and Significant Contribution

Dr. D.S. Reddy, the Vice-Chancellor of Osmania University commented: "In one respect the Commission has made an original and significant contribution which should satisfy all educationists and that is the modification in the currently accepted three-language formula. The proposal to make the study of Hindi optional rather than compulsory is the most constructive recommendation that is contained in the report and should set at rest all the criticism that the present three-language formula has aroused. It is educationally sound and should be accepted even from the point of view of political expediency.

FOREIGN LANGUAGES

The suggestion that other world languages could also be used as medium in selected schools and universities has great educational value though I doubt if it would not have been better to have confined this recommendation to schools only".

(*Deccan Chronicle*, July 17, 1966)

An Intractable Problem

None can dispute the Kothari Commission's dictum that an appropriate language policy for the educational system "can materially assist social and national integration". But the very quest for such a policy has often landed the nation in disintegrating squabbles. It is not surprising therefore that the Commission has tried to be circumspect in handling controversial issues, even while laying down with some firmness what it thinks to be the best formula under the circumstances. The mother tongue as the medium of instruction in schools which the Commission has advocated is already in wide vogue and will meet with unqualified acceptance. But not so the suggestion that it be adopted as such at the higher stage also, for various reasons well debated by now. For one thing, it might tend to balkanise the country educationally; secondly, it might lead to a lowering of educational standards, owing to the lack of suitable text-books and the undeveloped nature of some of the languages themselves. The stipulation that all-India institutions should continue to use English as the medium of instruction would seem to indicate concern for the possible balkanising impact of regional languages serving as media in higher education.

The Commission has also urged that the regional languages should be made the languages of administration of the regions concerned as soon as possible so that the higher services are not barred to those who study in the regional medium. If this be considered necessary to secure opening in the regional administrative services, one wonders what is the qualifying educational medium for the Central Services. If English is eliminated as the instruction medium in colleges one result can be that those from the Hindi region whose medium of instruction in higher education would be Hindi under this scheme of things would be best qualified for Central posts since Hindi is, as the Constitution stands at present, the Union official language.

This is the kind of knot one tends to tie oneself into in seeking to evolve a language policy for this multi-lingual country. The Commission has sought, by suggesting a modified three-language formula, to make the dissemination of Hindi appear optional even while urging the widest and most effective propagation of this language, because it feels that Hindi should take the place of English "in due course" as the link-language of the people. Under the modified formula, pupils in the non-Hindi regions would be studying (a) their regional language, (b) English or Hindi and (c) a modern Indian or European language. Since few schools can afford to provide for the teaching of a modern European language other than English or of a modern Indian language other than Hindi, the formula would in effect reduce itself to the study of the mother-tongue under (a), of Hindi under (b) and English under (c), or to English under (b) and Hindi under (c). As for the Hindi regions, if pupils study Hindi under (a) and, say, English under (b) they would have no

language to study under (c) for many years to come, as it has been found that the school (in U.P., Bihar, etc.) could hardly find all the teachers to teach other modern languages, Indian or European. In practice they take to the study of Urdu which is not very different from Hindi. The inequality of the burden as between Hindi and Non-Hindi regions will continue to be there. The stipulation of a "modern" language has also kept Sanskrit out of the pale, though its study in schools could prove a powerful integrating influence. What the formula boils down to would seem to be mixture more or less as before—which only shows how difficult, even to the point of being intractable, the entire problem is.

(*The Hindu*, July 1, 1966)

Greater Role For Sanskrit Urged (*Patriot*, July 4, 1966)

"The Education Commission made a "serious mistake" by putting Sanskrit on a par with Arabic, Dr. Dev Raj Chanana, an imminent Sanskrit scholar says.

Dr. Chanana said in a statement that "no one in possession of facts, can controvert the view that the contribution and role of Sanskrit in Indian culture is far superior to that of Arabic and Persian put together. There is no stream of Indian life, Brahmanical, Buddhist, Jain, etc., which has not been deeply impressed by Sanskrit.

Dr. Chanana who is a reader in Sanskrit in Delhi University, said the major part of India's ancient literature is preserved in Sanskrit. The Commission had not taken into account this important fact."

Govind Das for Two Languages (*Patriot the 3rd July, 1966*),

"Seth Govind Dass, M.P., President of the All-India Hindi Sahitya Sammelan, said in a statement issued here today that he was in favour of a two-language formula consisting of the regional language and Hindi.

Commenting on the Education Commission's recommendations regarding the three-language formula and the position of English in it, he said : "I do not understand why English should be a compulsory language to be taught to the students. I am not against learning of English or any other language but there should not be any compulsion in this respect. This Commission has recommended a modified three-language formula which in its context meant that it will not be necessary for students to learn Hindi which is constitutionally the official language of the Union. This recommended formula in my view is quite anti-national and against the Constitution."

Mr. Badlu Ram Gupta, an educationist and an ex-legislator, on the Language Formula stated: "But both Hindi and English should be the media of instruction in all-India institutions, not English alone

as recommended by the Commission. The country is passing through a stage of bilingualism and Hindi cannot be denied its rightful place in such institutions."

Claim of Hindi Ignored (*The Hindustan Times*, July 7, 1966)

"But both Hindi and English should be the media of instruction in all-India institutions, not English alone as recommended by the Commission. The country is passing through a stage of bilingualism and Hindi cannot be denied its rightful place in such institutions."

The option recommended by the Education Commission between the study of English and Hindi under the three-language formula would in actual practice operate in favour of English and to the disadvantage of Hindi. Since English is today the sole medium for the higher competitive examinations, no student can afford to neglect English. But since Hindi is the principal official language of the Union, proficiency in it is of no secondary importance and is being acquired by students all over the country under the existing provisions of the three-language formula. The change suggested by the Commission would amount to putting the hands of the clock back. The only hope of Hindi ever becoming the *de facto* official language of the Union lies in a concerted effort to promote it as a compulsory subject in schools all over the country. With the introduction of the change envisaged in the Commission's report, the chances of Hindi ever acquiring that status will recede into the background. The present arrangement should, therefore, not be disturbed."

Controversial Recommendations of the Three-Language Formula (*The Indian Express*, July 1, 1966)

The most controversial part of the Commission's report is the one relating to the three-language formula—the suggestion that the formula should be modified so as to enable the student to choose between Hindi and English as one of the three languages he will have to learn at the school stage. This particular recommendation will unnecessarily reopen a contentious issue and place the Government in a very serious political predicament. The present three-language formula was accepted after a great deal of bitterness and with a great deal of reluctance. However, the point surely is that it has been accepted. The matter should have been allowed to rest there, and this would not have prevented the Commission from making positive recommendations for improving the standards of English studies. It must be hoped that the Commission's controversial recommendation on the three language formula will not distract attention from the valuable proposals which it has made on other aspects of educational policy."

States to be Consulted on Three-Language Formula (*Hindustan Times*, June 6, 1966)

"The Government of India will consult the states and ascertain the views of the Congress Working Committee and the Congress

Parliamentary Party before accepting the recommendations of the Education Commission on the three-language formula.

Mr. M.C. Chagla, Union Education Minister, told a Press Conference here today that this was necessary because the recommendations would have serious political repercussions. The Commission had considered it from the educational point of view, but the Government would have to consider the political point of view.

The Congress Working Committee had accepted the three-language formula after a good deal of deliberation. In revising it, "We have to give careful consideration to the political implications," Mr. Chagla said.

He declined to express any opinion on the recommendations (on the three-language formula) but said personally he would accept it from the educational point of view."

SECTION VII

SCHOOL EDUCATION CURRICULUM

Need for a Radical Reform of School Curriculum

The Commission stated—

"The explosion of knowledge in recent years and the reformulation of many concepts in the sciences have highlighted the inadequacy of existing school programmes and brought about a mounting pressure for a radical reform of school curriculum. A unified approach should be taken to the framing of the entire school curriculum, a new definition of the content of general education and a new approach to the place of specialisation."

Four Major Steps of Curricular Improvement

The Commission suggested that school curricula should be upgraded by :—

- I. (a) Research in curriculum development undertaken by University Departments of Education, training colleges, State Institutes of Education and Boards of School Education.
- (b) Revision of curricula based on such research.
- (c) The preparation of text-books and teaching-learning materials.
- (d) The orientation of teachers to the revised curricula through inservice education.

II. Schools should be given the freedom to devise and experiment with new curricula suited to their needs. A lead should be given in the matter by training colleges and universities through their experimental schools.

III. Advanced curricula should be prepared by State Boards of School Education in all subjects and introduced in a phased manner in schools which fulfil certain conditions of staff and facilities.

IV. The formation of subject Teachers' Associations in the different school subjects will help to stimulate experimentation and in the upgrading of curricula. The State Education Depts., State Institutes of Education and NCERT should help the associations in their educational activities and co-ordinate their work.

Organisation of the Curriculum

Common curriculum for ten years. In general or non-vocational schools, a common curriculum of general education should be provided for the first ten years of school education, and diversification of studies and specialisation should begin only at the higher secondary stage. Moreover, standards of attainment should be clearly defined at the end of each sub-stage.

Curriculum at the lower primary stage. At the lower primary stage, the curriculum should be simple with reduced load of formal subjects and emphasis on language and elementary mathematics.

A study of problems relating to beginning reading accompanied by a vigorous programme of improving reading instruction at the lower primary stage should receive great emphasis.

At the lower secondary stage, study of subjects gain in rigour and depth.

Curriculum at the higher primary stage. At the higher primary stage, the curriculum will broaden and deepen, teaching methods will become more systematic, and standards of attainment more specific.

Curriculum at higher secondary stage. At the higher secondary stage of general education courses will be diversified in such a manner as to enable pupils to study a group of any three subjects in depth with considerable freedom and elasticity in the grouping of subjects. A student, for example, may specialise in any three subjects of the science group or in a combination of subjects from the science and the humanities. In order to ensure the balanced development of the adolescent's total personality, the curriculum at this stage should provide half the time to the electives, one-fourth of the time to the languages, and one-fourth to physical education, arts and crafts, and moral and spiritual education.

Provision for ordinary and advanced course. Wherever possible courses should be provided at two levels—ordinary and advanced beginning with Class VIII. For the lower classes beginning with Class V, enrichment programmes should be provided for the talented

of standards, periodic surveys of the level of achievement of primary schools should be conducted by district school authorities through refined tests prepared by State Evaluation Units.

A Common Internal Examination for Inter-School Comparability. The district educational authority may arrange for a common examination at the end of the primary stage for schools in the district, using standardised and refined tests. This examination will have greater validity and reliability than the school examination and will provide inter-school comparability of levels of performance.

The certificate at the end of the primary course should be given by the school and should be accompanied by the cumulative record card and the statement of results of the common examination, if any.

In addition to the common examinations, special tests may be held at the end of the primary course for the award of scholarships or certificates of merit and for the purpose of identifying talent.

Improvement in External Examinations

The Commission recommended the following steps :

- (i) Raising the technical competence of paper setters ;
- (ii) Orienting question papers to objectives other than acquisition of knowledge ;
- (iii) Improving the nature of questions ;
- (iv) Adopting scientific scoring procedures ; and
- (v) Mechanising the scoring of scripts and processing of results.

Certificate given by the Board and School. The certificate issued by the Board on the basis of the results of the external examination should give the candidate's performance only in those subjects in which he passes, and there should be no remark to the effect that he has passed or failed in the whole examination. The Board should issue a statement along with the certificate showing his marks or grades in all the subjects. The candidate should be permitted to appear again, if he so desires, for the entire examination or for separate subjects in order to improve his performance.

Certificate given by the School. The student should receive a certificate also from the school, giving the record of his internal assessment as contained in his cumulative record card. This certificate may be attached to that given by the Board in connection with the external examination.

No Compulsory External Examination. The external examination need not be compulsory for all the students of Class X, XI or XII.

A student may choose to leave the school with the school certificate only without appearing for the external examination, and seek a job or even an entry into some vocational course on the basis of the certificate and the school records.

Admission to institutions of higher secondary education as well as of higher education will be selective, authorities controlling such institutions laying down their own rules of eligibility for admission.

Establishment of Experimental Schools. A few selected schools should be given the right of assessing their students themselves and holding their own final examination at the end of Class X, which will be regarded as equivalent to the external examination of the State Board of School Education. The State Board will issue the certificates to the successful candidates of these schools on the recommendation of the schools. A committee set up by the State Board of School Education should develop carefully worked out criteria for the selection of such schools. The schools should be permitted to frame their own curricula, prescribe their own text books, and conduct their educational activities without Departmental restrictions.

GUIDANCE AND COUNSELLING

Guidance for All and an Integral Part of Education

The Commission wrote that guidance and counselling should be regarded as an integral part of education, meant for all students and aimed at assisting the individual to make decisions and adjustments from time to time.

Guidance at Various Levels

Guidance at the Primary Stage. The Commission recommended that guidance should begin from the lowest class in the primary school and in view of the large numbers of schools involved, the programme may be introduced through simple measures such as :

1. Familiarising teachers under training with diagnostic testing and the problem of individual differences.
2. Organising in-service courses for primary teachers.
3. Production of occupational literature.
4. Helping pupils and parents in choice of further education.

Guidance at the Secondary Stage. The function of guidance at the secondary stage, among other things is to help in the identification and development of the abilities and interests of adolescent pupils.

ULTIMATE OBJECTIVE AND SHORT RANGE PLAN

The ultimate objective should be to introduce adequate guidance services in all secondary schools with a trained counsellor in

children. It may take the form of additional subject or greater depth in the same subject. The programme may be done within or outside school hours or on a self-study basis. A beginning may be made with advanced courses in mathematics, science and languages at the lower secondary stage and in all the specialised subjects at the higher secondary stage.

Other Salient Features of the Commission's Recommendations regarding Languages

1. The study of important modern library languages other than English should be made possible in selected schools in each State with option to study them in lieu of English or Hindi.

2. The study of English and Hindi will be indicated in terms of hours of study and level of attainment. Two levels of attainment should be prescribed in the official and associate official languages—one for a three-year study and one for a six-year study.

3. The study of a language should not be compulsory in higher education.

4. A nation-wide programme should be organised for the promotion of the study of Hindi on a voluntary basis but the study of the language should not be forced on unwilling sections of the people.

5. The burden of studying languages is made heavier by the great differences in script, some literature in every modern Indian language should be provided in Devanagari and Roman scripts. All modern Indian languages should also adopt the international numerals.

6. The teaching of English should ordinarily not begin earlier than Class V after adequate command has been acquired over the mother tongue. The introduction of the study of English earlier than Class V is educationally unsound.

7. The study of classical Indian languages such as Sanskrit or Arabic should be encouraged on an optional basis from Class VIII and should be positively emphasised in all universities. Advanced centres of study may be set up in selected universities in these languages. No new Sanskrit university should be established.

I. Science and Mathematics Education.

The Commission has recommended :

Compulsory Subjects. Science and mathematics should be taught on a compulsory basis to all pupils as a part of general education during the first ten years of schooling.

Teaching of Science at the Lower Primary Class. The Study of Science : The Commission recommended the following programme. In the lower primary class science teaching should be related to the

child's environment. The Roman alphabet should be taught in Class IV to facilitate the child's understanding of internationally accepted symbols of scientific measurement and the use of maps, charts and statistical tables.

Teaching of Science at the Higher Primary Stage. At the higher primary stage, emphasis should be on the acquisition of knowledge and the ability to think logically, to draw conclusions and to make decisions at a higher level. A disciplinary approach to the teaching of science will be more effective than the general science approach.

Science at Lower Secondary Stage. At the lower secondary stage, science should be developed as a discipline of the mind. The newer concepts of physics, chemistry and biology and the experimental approach to the learning of science should be stressed.

Science courses at an advanced level may be provided for talented students in selected lower secondary schools with necessary facilities of staff and laboratory.

A science corner in lower primary schools and a laboratory cum lecture room in higher primary schools are minimum essential requirements.

Science teaching should be linked to agriculture in rural areas and to technology in urban areas, but the levels of attainment and avenues to higher education will be the same in both types of schools.

The Commission felt that in view of the importance of quantification and the advent of automation and cybernetics in the scientific and industrial revolution special attention should be given to the study of mathematics.

The mathematics curriculum needs to be modernised and brought up-to-date at all stages with emphasis on laws and principles of mathematics and logical thinking.

II. *Methods of Teaching Science and Mathematics.*

The Commission suggested :

1. Methods of teaching mathematics and science should be modernised, stressing the investigatory approach and the basic principles.
2. Guide materials should be made available to help teacher adopt this approach.
3. Laboratory work will need to improve considerably.
4. Teachers should be reoriented appropriately.
5. Flexibility should be provided in order to cater to the special needs of the gifted.

III. *Social Studies and Social Sciences.*

The Commission considers that an effective programme of social studies is essential for the development of good citizenship and emotional integration and suggested :

1. The syllabus should stress the idea of national unity and the unity of man.
2. The scientific spirit and method of the social sciences should permeate the teaching of social studies at all stages.

IV. *Work Experience.*

Keeping in view of the new social order the Commission recommended that the work experience should be forward looking and it should take the form of simple handwork in the lower primary classes, and of craft in the upper primary classes. At the lower secondary stage, it will be in the form of workshop training, and at the higher secondary stage, work experience will be provided in the school workshop, farm or commercial establishments. The Commission also suggested that where school workshops could not be provided, suitable kits of tools and materials should be made available at low costs.

Some Essentials of Work Experience Programme

1. The training of teachers.
2. Provision of workshops.
3. Mobilisation of local resources.
4. Preparation of literature.
5. The phased introduction of the programme.

V. *Social Service.*

The Commission suggested that programme of social service and participation in community development should be organised at all levels as suited to the different age groups, in a phased manner.

District Organisation for Social Service Camps

The Commission recommended that the labour and social service camps should be run throughout the year in each district by a special district organisation set up for the purpose. It is envisaged that these camps will facilitate the organisation of social service programmes in schools. Initially such programmes may be started on a pilot project in 5% of the districts and extended gradually to the others.

VI. *Physical Education.*

Stressing the need for physical education, the Commission stated that the physical education is important for the physical

fitness and efficiency, mental alertness and the development of certain qualities of character. The Commission felt that the programme of physical education as it was in force today, needs to be re-examined and re-designed in the light of certain basic principles of child growth and development.

VII. *Education in Moral and Spiritual Values*

The Commission realised the need for education in moral and spiritual values and suggested that organised attempts should be made for imparting moral education and inculcating spiritual values in schools through direct and indirect methods with the help of the ethical teachings of great religions.

The Commission recommended the setting aside one or two periods a week in school time table for instruction in moral and spiritual values. The treatment of the subject was envisaged to be comprehensive and not divorced from the rest of the curriculum.

VIII. *Creative Activities*

The Commission suggested that a variety of co-curricular activities should be organised to provide pupils opportunity for creative self expression.

Art Education. The Commission recommended that Government of India should appoint a committee of experts to survey the present situation of art education and explore all possibilities for its extension and systematic development. *Setting up of Bal Bhavans* in all parts of the country with substantial support from the local community was suggested. Art departments should be set up in the selected university centres to carry out research in art education.

No Differentiation of Curricula for Boys and Girls

The Commission endorsed the recommendations of the National Council for Women's Education that there should be no differentiation of curricula on the basis of sex.

Home Science should be provided as an optional subject but not made compulsory.

Larger provision should be made for music and fine art.

The study of mathematics and science should be encouraged.

SECTION VIII

TEACHING METHODS : DISCOVERY AND DIFFUSION

The Commission felt dissatisfied with the existing methods of teaching. It observed as :—

"A good deal of attention has been directed in recent years to the techniques of revitalising classroom teaching in Indian schools. Basic education, inspired by Mahatma Gandhi, was intended to revolutionise all life and activity in the primary school and draw out 'the best in child-body, mind and spirit'. The Secondary Education Commission devoted an entire chapter in its report to dynamic methods of teaching, discussed the objectives of the right techniques, the values of various activity methods and the different ways in which these methods and techniques could be adopted to suit different levels of intelligence. Considerable efforts have been made during the last decade through seminars, workshops, refresher courses and summer institutes to introduce the teacher, especially at the secondary stage, to new techniques of instruction. The use of audio-visual aids in urban schools has been on the increase, and even television has been brought into the service of classroom teaching in Delhi. And yet it will be generally agreed that the impact of these activities on teaching practices in the vast majority of our schools has not been very significant. The picture is particularly dismal in the rural areas, and especially in the primary schools. In the average school today, instruction still conforms to a mechanical routine, continues to be dominated by the old besetting evil of verbalism and therefore remains dull and uninspiring as before.

Why does this happen? The problem is complex and the answers to it are not easy to give. But, in our opinion, the following are the four major factors that impede progress :

(1) *The weakness of the average teacher.* By and large, the competence of the average teacher is poor ; his general education is below standard and his professional preparation unsatisfactory.

(2) *The failure to develop proper educational research on teaching methods.* Little has been done to find out, in crucial sectors, the methods that are best suited to our conditions and needs. For instance, the best methods of teaching beginning reading in a phonetic script like Devanagari have yet to be developed.

(3) *The rigidity of the existing educational system.* Better methods of teaching are discovered, not so much through educational research, as through the adventures of teachers who have the courage to get off the beaten track. Our educational system is not designed to encourage initiative, creativity and experimentation on a large scale and is, therefore, not able to keep itself abreast of the times.

(4) *The failure of the administrative machinery to bring about a diffusion of new and dynamic methods of teaching.* Even assuming that a good method of teaching is discovered and is actually introduced in a few progressive schools, the problem still is to diffuse it among the other schools so that it becomes the common practice in the educational system as such. This is a difficult task, and we have yet to find the right techniques for accomplishing it."

The Commission felt that the main factors responsible for the dull and uninspiring school teaching today were the rigidity of the educational system and the failure of the administrative machinery to diffuse new educational practices to schools. The Commission recommended for a vigorous improvement in the methods of teaching.

Elasticity, Dynamism and Diffusal of New Methods

The Commission recommended that the educational administration can encourage and hasten the diffusion of new teaching methods by—

1. Combining permissiveness with persuasion ;
2. Approaching the new method in stages according to the ability of schools ;
3. Giving necessary in-service training to teachers ; and
4. Providing adequate guide materials which will be constantly revised and improved.

At the same time the administrator has to guard himself against letting any 'progressive' measure settling down into another 'orthodoxy'.

TEXT BOOKS, TEACHING GUIDES AND TEACHING MATERIALS

The Commission stated that the provision of quality text books and other teaching learning materials is a key programme for raising standards at comparatively low cost.

The Commission suggested the following programme :

1. *Mobilisation of best talents in the country.* A comprehensive programme of text-book production at the national level should be implemented by mobilising the best talent in the country on the lines already carried out by NCERT. Such books will facilitate the definition and practical indication of expected standards. They will also help in national integration.

2. *Autonomous organisation for text book.* The Ministry of Education should take steps to establish in the public sector, an autonomous organisation, functioning on commercial lines for the production of text-books at the national level, especially scientific and technical books.

3. *Setting up of small committee.* A small committee may be set up to work out the details of the project.

4. *State level.* The effort at the national level should be supported and augmented by each State setting up an expert section for the production of text-books.

charge of the programme. In view of the limited financial and personnel resources, the Commission suggested that a short range programme for the next 20 years should consist of :

1. A minimum guidance programme for all secondary schools through a visiting school counsellor for a group of ten schools, assisted by the teachers in the simpler guidance functions ;
2. Comprehensive guidance programme in selected schools in each district, to serve as models ; and
3. Provision of necessary supervisory staff in the State Bureaus of Guidance.

In-Service Training to the Teachers and the Guidance Concepts

All secondary school teachers should be introduced to guidance concepts through pre or in-service training. The training colleges should be suitably staffed for the purpose.

Professional training to the guidance workers. Arrangements should be made for the professional training of guidance workers by the State Bureaus of Guidance and training colleges. Higher level training should be organised at the national level.

Ancillary programme. Ancillary programmes should include the production of guidance literature and materials, provision of part time employment opportunities for students and research into problems of guidance in the Indian situation.

SEARCH AND DEVELOPMENT OF TALENT

Loss of talents. The Commission stated :

Much potential talent is lost to the country through the inability of the educational system to discover it in time. For obtaining the best results in quality the Commission suggested that talent should be located early and that the search for talent must be a continuous process, pursued at all stages. The Commission emphasised the special importance of the secondary stage.

The Commission suggested the undermentioned programme for the development of talent :

1. Enrichment and advanced curricula.
2. Introduction of a variety of extra-mural programmes for the talented such as summer schools.
3. Organisation of visits to places of educational interest and provision of hostels and day centres for those whose home environment is not conducive to study.
4. Orientation of teachers to the special techniques of handling the talented especially to the need for providing an atmosphere for free expression and creative work.

SCHOOL BUILDINGS

The Commission realised the present unsatisfactory position regarding school buildings and felt that it is necessary to take steps to clear the backlog of unconstructed school buildings as well as provide additional buildings for anticipated enrolment.

The Commission gave the following suggestions :

1. Allocations for construction of school buildings should be increased in the Central and State budgets.
2. Resources should be mobilised on the basis of equalisation.
3. Loans and grants-in-aid should be given on a liberal basis to private schools for the construction of building.
4. The norms and guidance already available for spacing and planning of school buildings should be put into practice.
5. In view of the shortage of traditional building material and the cost involved, well designed and constructed kucha structures should be accepted as part of the school system.
6. In rural areas efforts should be made to encourage local initiative and contribution in putting up school buildings. The 'nucleus' approach of the Ministry of Education is recommended for general adoption.
7. Economy in these buildings should be effected by using locally available materials, omission of certain finishes, and acceptance of a lower standard of construction.
8. Temporary structures may be used wherever possible.
9. Improved techniques of construction may be adopted in putting up pucca buildings.
10. *Expeditious Construction.* In order to accelerate provision of school buildings, construction in rural areas may be entrusted to local communities or village panchayats, and in urban areas, municipalities and corporations may be utilised for the purpose.
11. *Educational Building Development Group.* In order to supervise and guide the programme of construction of school buildings and introduce improved techniques, an Educational Building Development Group should be set up in each State within the Public Works Department and working in close association with the Education Department. These groups will standardise details of construction in the region so as to make possible the mass production of the components on a factory scale.
12. *Building Development Group at the Centre.* A similar Building Development Group should be set up at the centre to co-ordinate the work of the State groups.

13. *Education Building Consortia.* To avoid delays in the construction of government buildings a separate unit of the P.W.D. should be set up for the execution of education building programmes. At a later stage an Education Building Consortia may be set up to exploit the advantages of industrialised buildings.

The economy measures worked out by the Educational Building Development Group should be made known to private institutions and grants-in-aid given on the basis of upper cost limits.

SECTION IX

EDUCATIONAL ADMINISTRATION AND SUPERVISION

The Role of the Central Government

The Commission visualised this role as under :

1. Besides institutions in the scientific and technical sector, it is also necessary for the Centre to establish institutions specialising in social sciences including pedagogical sciences and humanities. These should be established in close association with the universities and be an integral part of the university system.
2. The Centre can also develop education in the Union Territories, particularly in Delhi, to serve as a pace setter for the other areas.
3. The Centre should scout for talent in different fields and make the services of the best people in the country available to the State Governments for advice and assistance in all matters.
4. Funds for specific special programmes in the educational sector within the State Plans may not be earmarked. The total allocation for education, however, should not be altered without the approval of the Planning Commission but within it the State Government should be free to use funds at their discretion.
5. Considerable importance should be attached to the expansion of the Central and the Centrally sponsored sectors. It is through this mechanism that the Centre will be able to stimulate and guide educational developments in the national interest in crucial sectors.
6. The clearing house function of the Ministry of Education needs considerable strengthening and expansion. A well staffed Division should be created preferably in the NCERT to perform this function on an adequate scale. As regards the Constitutional provisions regarding education, the Education Commission gave its views as 'Education should not be fragmented and one part put in the concurrent and the other in the State list. In a vast country like ours the position given to education in the Constitution is probably

the best because it provides for a Central leadership of a stimulating but non-coercive character. The greatest need is for elasticity and freedom to experiment'.

An intensive effort should be made to exploit fully the existing provisions of the Constitution for the development of education and evaluation of a national educational policy. The problem may then be reviewed again after 10 years.

It is a major responsibility of the Ministry of Education to maintain a good statistical service for educational planning, policy making and evaluation. In order that this function may be discharged properly, the Statistical Section of the Ministry should be reorganised and strengthened along the lines recommended.

National Council of Educational Research and Training

The Commission made the following suggestions about its working :—

1. The NCERT should be developed as the principal technical agency functioning at the national level for the improvement of school education and operating through and in collaboration with the National Board of School Education, State Departments of Education and their technical agencies like the State Institutes of Education.

2. The governing body of the NCERT should have an all India character with a majority of non-officials. It is desirable to have at least one outstanding teacher from secondary schools and a person specialising in primary education, preferably a primary teacher.

3. The Council should have its own full time Director and Joint Director. The Director should be an eminent educationist in the field and his status should be that of a Vice Chancellor. His term of office should be five years renewable for not more than one term. The Joint Director (who may be an officer lent by the Ministry) would be needed mainly for the purposes of assisting the Director and relieving him of routine administrative matters.

4. The Central Institute of Education, under the NCERT should be transferred to the Delhi University.

5. It is desirable that there should be considerable interchange and flow of officers from the NCERT to the State Education Departments and *vice versa*.

6. The campus of the NCERT should be developed speedily and the building programme given the highest priority.

Educational Administration at the State Level

Machinery for coordinating educational programme. The Commission felt that it was desirable to create at the State level some machinery to coordinate educational programmes which are spread

over a number of departments and take a unified view for purposes of planning and development. The Commission suggested the following two measures :—

- (a) A Statutory Council of Education should be created at the State level with the State Minister for Education as the Chairman. Its membership should include representatives of universities in the State, all Directors in charge of different sectors of education and some eminent educationists. Its principal functions would be to advise the State Government on all matters relating to school education, to review educational developments in the State and to conduct evaluation of programmes from time to time through suitable agencies. Its annual report along with its recommendations should be presented to the State legislature.
- (b) A Standing Committee at the officers' level which would include all State level officers in charge of different sectors of education and meet periodically under the chairmanship of the Education Secretary.

Role of the Education Secretariat

The Education Secretary also, like the Educational Adviser to the Government of India, should be an educationist rather than an administrative officer. It will be desirable to make this appointment a tenure post.

Broadly speaking, the role of the Education Secretariat should be to examine educational problems from the administrative and financial points of view and in the wider context of governmental policies for development. It should give due weightage to the views of the Directorate in technical matters and assist the Director to function as the effective head of his Department.

Indian Educational Services

Composition of this service. The Commission suggested that the Indian Educational Service should be a service agency to teaching and research and should consist of persons who have teaching experience with the possibility of educational administrator returning to teaching and the teacher going over to administration at least on a tenure assignment.

The method of recruitment to the IES has been suggested as follows :—

- (a) Only one-third of the posts should be filled by direct recruitment at the level of the junior scale. Even these selected persons should not be placed in administration direct. Their first assignments for a minimum period of 2-3 years should be in teaching and it is only after this initiation that they should be assigned to administration.

- (b) The remaining two-thirds of the posts should be filled partly by direct recruitment and partly by promotion at the level of the senior and higher scales.
- (c) Some posts of the IES should be available for being filled by tenure appointments of teachers for specified periods. In the same way, some posts in teaching and research should also be available for tenure appointments of persons from the IES.

No teaching posts. As there are insuperable difficulties, the idea of creating a teaching wing in the IES should be abandoned. The service should encadre only the posts of Directors and officers of the Directorate, District Educational Officers and Headmasters of Higher Secondary Schools in the States, and at the Centre, Educational Officers of the Ministry of Education, NCERT and other Ministries, Education Departments of Union Territories.

Creation of comparable posts in universities and colleges. An adequate number of posts comparable to the higher scales of pay in the IES should be created in the universities and colleges to prevent a drain of talent from teaching and research to administration.

Convention to be followed. It should be a convention that only about 50 per cent of the IES officers are assigned to their own States and there should also be a possibility of inter-State transfers (in addition to deputation to the Centre). To facilitate this, each member of the IES should be required to study and pass within a given time after recruitment tests in two other languages (Hindi and one more Indian language which is not his mother tongue) at certain prescribed depths.

State Educational Service

There should be an adequate number of posts at higher levels, namely, in Class I and Class II. The Secretaries of the District School Boards should be in Class I. The District Educational Inspectors (who will be in the IES) should have adequate assistance from officers of Class I and Class II status. In order to attract talented persons, recruitment is needed at three levels: Assistant Teachers' level; Class II level (50% for freshers and 50% for promotion); and Class I level (75% for freshers and 25% for promotion.)

To reduce anomalies in the salaries of the departmental staff and enable transferability, it is proposed that—

- (a) The scales of pay in the teaching and the administration wings should be identical between the two wings; and
- (b) The scales of pay of the departmental staff should be correlated with the UGC scales of pay for university teachers.

Training of Educational Administrators

In-service training. The State Institutes of Education, in collaboration with universities, where necessary, should organise the in-service educational programmes of all the non-gazetted staff on the administrative and inspectional side. In addition, they should also organise conferences, seminars and workshops for the gazetted staff.

Incentive for Undertaking Special Studies

The old practice of giving three months' leave on full pay for every five years of service to administrators for undertaking special studies in educational problems should be revived.

Some incentives should be provided for the officers who improve their qualifications materially through programmes of in-service education.

National Staff College for Educational Administrators. The Ministry of Education should establish a National Staff College for Educational Administrators which may be a part of the NCERT. It should function broadly as indicated below :—

- (a) It should provide in-service education for all the senior officers in the Educational Services—IES and State Educational Services. It should conduct two types of courses : a longish induction course for new recruits and shorter courses of three to six weeks for officers in service.
- (b) It should have a research wing for conducting studies in problems of educational administration and function as a clearing house of administrative procedures and practices in the States and Union Territories.
- (c) Its first assignment which may take one or two years should be to prepare a number of case studies and other data which can be utilised for conducting the training programmes. It is only when a thorough preparation of the type is made that the training programme should be started.
- (d) It should conduct periodical conferences, seminars and workshops on matters relating to educational administration.
- (e) It should conduct a journal on Educational Administration and maintain a publication wing.

Education Departments

The present position in most States is that the Education Departments are under-staffed because the growth of the departmental staff does not precede but follows the growth in the number of educational institutions.

The Role of Local Authorities

About this role the Commission felt that the normal practice should be that a local authority gets the right to administer education as a privilege subject to two conditions—good administration and promoting the cause of education—and that this privilege would be withdrawn if any of these conditions is violated.

The future role of local bodies in education has been defined by the Commission as under:

(a) *Intimate association of local bodies.*

As an ultimate objective, it is essential that schools and their local communities should be intimately associated in the educational process.

(b) *Association with reference to local conditions.*

It would however, not be proper to look upon this democratic decentralisation as an end in itself and to process for their universal and immediate adoption without reference to local conditions.

(c) *Immediate goal in this respect.*

The immediate goal in this respect—and this should be adopted immediately as a national policy in all the States—is to associate the rural areas and the municipalities in urban areas, with their local schools and to make them responsible for the provision of all non-teacher costs with the help, where necessary, of a suitable grant-in-aid from the States.

(d) *Ultimate goal—District school boards.*

The ultimate goal to be reached is the establishment, at the district level, of a competent local education authorities which may be designated as the District School Board and which would be in charge of all education in the district below the university level. This should also be accepted as national policy.

(e) *Not necessarily a common policy.*

While the Centre may advise the States to move towards the ultimate objective as soon as practicable, it would be wrong to pressurise all States to adopt some common policies in the matter.

Provision of Safeguards for Teachers

In all such association of the local authorities with education, adequate safeguards should be provided to ensure that the teachers are not harassed and that they do not get involved in local factions and politics.

Jurisdiction of the District School Board

The jurisdiction of the District School Board should cover the entire area of the district with one exception, namely, the big municipalities in the district. The Zila Parishad, municipalities, educationists and concerned Departments should be represented on it.

Whole-time Secretary of the Board

A senior officer of the State Government should be the whole-time Secretary of this Board, which should be provided with the necessary administrative and supervisory staff.

Functions of the Board

1. The functions of the Board would cover all school education in the district—general as well as vocational.

2. It will directly administer all government and local authority schools within the district.

3. It will also remain in charge of giving grants-in-aid to all private institutions in the district in accordance with the rules framed by the State Government for the purpose.

4. It should be a responsibility of the Board to prepare plans for the development of school education within the District.

5. It should also be the principal agency within the district to develop school education.

6. Each school board will maintain an education fund. The Zila Parishads (or Municipalities) will approve the budget of the School Boards. They will also raise the resources expected of them and credit them to the School Board. In all day-to-day administration, the School Board would be autonomous. The same relation would hold good between a Municipal School Board and its Municipality. The finances and guidance required for the purpose would be provided by the State Government and the State Education Departments.

In big towns with a population of one lac or more it would be desirable to establish Municipal School Boards on the above lines since these would be viable administrative units. The composition, powers and responsibilities of these Boards should be similar to those of the district school boards.

7. The recruitment and transfers will be done by a special committee consisting of the Chairman of the Board, its secretary and the District Education Officer, subject to rules framed by the State Government, the general policy being to reduce transfers to the minimum and to allow teachers to develop loyalties to individual institutions.

8. It may be better in some cases not to burden the school boards with full administrative responsibility all at once. Powers may be conferred on a board as it becomes experienced and shows its capacity to exercise them.

The Role of Private Enterprise

The Commission suggested that the future role of private enterprise in education should be broadly governed on the following principles :

- (a) As private enterprise has played an important role in the development of education in modern India, the State should make all possible use of the assistance that can come from the private sector for the development of education.
- (b) The State has now rightly assumed full responsibility to provide all the needed educational facilities and private enterprise can, therefore, have only a limited and minor role.

Government and Local Authority Schools

The Commission was of the view that Government and Local authority schools do not generally maintain high quality because teachers in these schools develop little institutional loyalty and the contact with the local community is either negligible or is misused.

For overcoming these weaknesses the Commission suggested the following measures :—

1. A school committee with local representation should look after the management of every government and local authority schools or a group of schools in an area. Each committee will operate its own school fund for the provision of services in schools.

2. Rational policies of transfer should be formulated so that teachers are not transferred too often.

3. Greater freedom should be given to these schools.

Private schools : The Commission pointed out that it was the responsibility of government to see that private aided institutions which are not satisfactorily managed, are improved through adequate support.

Freedom to better schools. The Commission suggested a discriminating policy to be adopted in respect of assistance to and control of private aided institutions. More freedom and assistance was urged for better schools so as to enable them to develop into the nucleus of the common school system.

The Commission suggested that private schools should be assisted to strengthen their management in the following ways :

1. Each private school should have a managing committee consisting of representatives of the management, the Education Department and teachers.

2. The staffing of these schools should be broadly on the pattern of government or local authority schools.

3. Recurring grant-in-aid should be calculated on the basis indicated in the chapter. However, upper limits to non-teacher costs as well as the managements contribution should be separately prescribed for each school.

No profit basis. It should be an invariable rule that educational institutions must be conducted by non-profit-making bodies in order to be eligible for assistance.

Taking over the management of private schools. Grant-in-aid codes should be amended to authorise the State Education Departments to take over the management of private schools which do not satisfy requirements and which have persistently failed to come up to standard.

The Commission was of the view that good private schools which abolish tuition fees under the common school system should be helped to maintain existing standards and grant-in-aid should be adjusted to the higher level of quality schools and not to the average level of the ordinary schools.

Reorganisation of the State Department. The Commission suggested that the State Education Departments would be the principal agency to deal with educational matters and therefore they should—

1. Develop and implement a programme of school improvement;

2. Prescribe and enforce standards;

3. Be responsible for the training and supply of teachers;

4. Be responsible for inspection and supervision;

5. Establish and maintain a State Evaluation Organisation;

6. Help to maintain quality institutions and provide extension services;

7. Establish and maintain a State Institution of Education; and

8. Co-ordinate and eventually assume responsibility for vocational and technical education at the school stage.

Strengthening of the Departmental Organisation at the District Level

The Commission suggested the following measures :—

1. The District Education Officer should be given adequate status by including the post in the proposed Indian Educational Service;
2. Adequate authority should be delegated to the district level;
3. Scales of pay and qualifications of inspectorial staff at the district level should be upgraded;
4. The strength of the district staff should be increased and a statistical cell provided;
5. A fair proportion of the district staff should consist of Women Officers in order to encourage girls' education.

State Institutes of Education. The Commission regarded these as academic wings to look after the in-service training of departmental officers, improvement of teacher education, curricula and textbook, guidance and evaluation, and research and evaluation of programmes.

State and National Boards of Education

In order to secure continuous improvement in standards, the Commission suggested the necessity of setting up such boards of education at the State and National levels. The function of the State Board would be to define standards at the end of the higher primary stage and at the end of the lower secondary stage and later at the end of the higher secondary stage when it covers a period of two years. It should take over the functioning and the responsibilities of the existing Boards of Secondary Education and allied agencies. The Board should be established by law and should have large powers and freedom to enable it to function and discharge its responsibilities satisfactorily. This would be greatly facilitated if its finances are pooled together in a separate fund managed and maintained by the Board. The Board should function as an integral part of the Department.

The Board will be in charge of the entire school stage in respect of curricula.

Recognition of primary schools will be given by the District Education Officer and of secondary schools by both Department and the State Board of School Education.

In addition to conducting the external examination at the end of the lower secondary stage, the Board will also conduct examinations in general education at the end of the higher secondary stage.

In the long run it would be desirable to bring all school education—general and vocational—within the scope of a single organisation like the State Board of School Education. But this step may not be immediately practicable. Therefore, separate organisations may be

set up, for the time being, for different vocational courses at the State level. There should, however, be a close coordination between these bodies and the State Board of School Education, and there should be overlapping membership to some extent.

A special committee of the Board should be established to look after the higher secondary stage. Half of its members should represent the schools, and the other half, the universities.

The time taken for the declaration of examination results should be minimised by (1) mechanising the procedures and (2) setting up Sub-Boards to cover one or more districts in order to handle smaller numbers of candidates.

Role of the Centre. A National Board of School Education should be established in the Ministry of Education to advise the Government of India on all matters relating to school education. Its other functions would be to :

1. Define expected standards at different stages of education.
2. Revise these standards from time to time.
3. Evaluate standards attained in different parts of the country.
4. Advise and assist State Education Departments in curricula reform and in improving standards.
5. To maintain close collaboration with the UGC and the universities.

The Neighbourhood Schools. The present social segregation in primary and secondary schools should be eliminated by the adoption of the neighbourhood school concept under which a school should be attended by all children in the neighbourhood, without exception.

The neighbourhood school concept should be implemented in a period of 20 years in the following manners :—

1. During the first ten years, all primary schools should be improved to the minimum level and about 10 % of schools should be raised to a higher standard.
2. Simultaneously the neighbourhood school system should be introduced at the lower primary stage as a pilot project in areas where public opinion is in favour of it.

To encourage children to study in the common school system, scholarships at the school stage given by government and local authorities, should be tenable only in a school functioning within the common school system of public education. Similarly, ninety per cent of the scholarships awarded from public funds at the university stage should be open only to those students who have received their secondary education in schools functioning within the common school system.

A Nation-wide Programme of School Improvement

In view of the great need to improve standards of education at the school stage, a nation-wide programme of school improvement should be developed in which conditions will be created for each school to strive continually to achieve the best results of which it is capable.

Each school should prepare its own developmental programme of optimum utilisation and growth.

The emphasis on these plans should be on motivating human agencies to make their best effort for improvement of education rather than on increasing physical resources. Physical facilities should be improved through the cooperation of the local community.

The success of the programme will depend upon the degree to which the effort is sustained over a period of time. Each institution should be treated as a unit by itself and helped to grow at its own individual pace.

Evaluative criteria for schools should be worked out by each State and may be used by schools for self-evaluation and by inspecting officers for their annual and triennial inspections. On the basis of these criteria, the schools should be classified on three-point scale, norms being defined at optimum and minimum levels.

During the next ten years, at least 10 % of the schools at the primary stage and one secondary school in each block should be raised to the optimum level. At the lower primary stage, access to these schools will be for the children in the neighbourhood. At the higher primary and secondary stages, admissions will be on the basis of merit.

The New Supervision. Supervision is, in a sense, the backbone of educational improvement. Unfortunately the programme of supervision of schools has largely broken down in most States for several reasons :

1. The large expansion in the number of institutions has not been accompanied by a corresponding increase in the number of inspecting officers ;
2. The combination of administrative and supervisory functions in the same officer affects supervision adversely because administrative work, which has increased greatly in recent years, always has a priority ;
3. The use of supervisory officers, when they are members of the block development team, for non-educational work leaves them very little time for their own responsibilities ;
4. Continuance of old techniques of supervision oriented to control rather than to development ; and
5. Lack of adequate competence in the inspecting staff.

Supervision being in a sense the backbone of educational improvement, it is imperative that the system of supervision should be revitalised.

The Commission suggested that administration should be separated from supervision, the District School Board dealing with the former and the District Education Officer with the latter, but in close collaboration.

Two Types of Inspection

1. An annual inspection by the officers of the District School Board for primary schools and by officers of the State Education Department for the secondary schools.

2. A triennial or quinquennial inspection organised by the District Education Officer for the primary school and by the State Board of School Education for the secondary schools.

In-service training to school staff. The provision of guidance and extension service to schools is one of the major responsibilities of the new supervision.

In-service training for the supervisory staff. In-service training should be provided for all supervisory and administrative officers by State Institutes of Education and the National Staff College for Educational Administrators.

The District School Board should be largely concerned with the former and the District Education Officer and his staff, with the latter. These two wings should work in close collaboration. When differences arise, the last word will lie with the District Education Officer, who will have a higher status, or with the Director of Education. Under this arrangement, it will be possible for the District Education Officer and the staff to concentrate on supervision proper *i.e.* on improvement of instruction, guidance to teachers, organization of their in-service programmes and provision of extension services to schools.

HEADMASTERS

"It is also essential to give wider powers to headmasters and greater freedom to schools. At present, the headmasters as a class, have been neglected. It will be seen that, in our proposals, better scales of pay have been provided for headmasters and also better qualifications. We further recommend that special training courses (which do not exist at present) should be organised for headmasters. They should include short induction courses for those who are newly promoted as headmasters as well as periodical refresher courses for others. Besides this, there should be greater delegation of authority to headmasters, that is found at present. The government schools often suffer the most in this regard. For instance, the headmasters are not always consulted with regard to the transfer of staff from or to their schools; they are not generally involved in the selection of their assistants; they have no authority to

fill short-term vacancies in their institutions so that these posts remain unfilled for days together; and in several cases, even the necessary authority to control assistants is not given, and if an assistant does not behave, the headmaster can do little beyond 'reporting' to the appropriate authorities. If schools are to improve, this situation has to be radically changed."

The common school system of public education. The Commission recommended that attempts should be made to create a common school system of public education embracing all categories of institutions and all stages of education and all parts of the country and to provide equality of access to all children. These schools should be maintained at a fair level of quality so that no parent needs send his child to an independent or unrecognised school.

The Commission suggested the following steps for achieving this goal :

1. The discrimination between teachers working under different managements should be done away with.
2. Tuition fees should be abolished in a phased programme, at the end of the primary stage by the end of the Fourth Plan and at the end of the lower secondary stage by the end of the Fifth Plan.
3. The roles of local bodies and private organisations should be integrated with those of the State Governments to ensure minimum conditions necessary.
4. The neighbourhood school plan should be adopted so as to eliminate the segregation between schools for the privileges and schools for the under-privileged.

COMMENTS

Centre-State Policy Appreciated (*Educational India, July 1966*)

"We have a federal system of government which provides for a balance between the need for national unity and the need for preserving the cultural diversity found in the various sub-national groups. There have been advocates of complete centralisation in respect of education and there have also been advocates of State autonomy. The Education Commission has taken both points of view into consideration and recommended a policy under which it is possible to secure uniformity of policy and action wherever it is absolutely necessary and leave a large amount of autonomy to States in various fields. Its recommendation that a National Board of School Education should be set up and that the government at the centre should issue from time to time statements in national educational policy for the guidance of state governments and local authorities go a long way to fulfil this need."

About the Scheme of neighbourhood schools, the views as expressed in the Times of India (July 5, 1966) deserve serious consideration.

"As for neighbourhood schools they will undoubtedly help to lower the barrier between the classes. But unless the education they provide is of a far higher standard than is imparted in the average school today, the more well-to-do parents will be reluctant to send their children to these schools. Reservation of most of the scholarships at the university for children who attend these schools will in any case be a poor sanction. Scholarships hold little attraction for those who can afford to pay the heavy tuition fees charged by most public schools. This is not to dismiss the idea of neighbourhood schools as quixotic. It is rather to emphasise that the scheme needs to be examined more closely to find out whether the Government has the means to set up schools of the requisite standard in sufficient number to make an impact on the prevailing system in the next decade or two."

SECTION X

ENROLMENTS AND MANPOWER

Six Principles which should Guide the Provision of Educational Facilities

1. To provide good and effective general education of not less than seven years' duration to every child ;
2. To provide higher secondary and university education on a selective basis to all who desire to study further ;
3. To emphasise the development of professional, technical and vocational education ;
4. To identify talent and promote its growth ;
5. To liquidate mass illiteracy and provide a programme of adult education ;
6. To equalise educational opportunities.

Enrolment Policies at Different Stages of Education

1. Higher priority to be given to programmes for raising the educational level of the average citizen through providing five years of effective primary education to all children by 1975-76 and seven years of such education by 1985-86; making part-time education of one year compulsory for all children in the age-group 11-14 who have not completed lower primary schools and are not attending schools; efforts to liquidate adult illiteracy.

Four-Fold Criteria for Enrolment Policies

1. Public demand.
2. Development of the pool of ability.
3. Capacity to provide educational facilities.
4. Manpower requirements.

The Commission recommended a policy of selective admissions to higher secondary and university education in order to bridge the gap between public demand and available facilities.

Relating Manpower Estimates with Enrolments

The Commission made the following suggestions :

(a) Role of the Planning Commission.

The Planning Commission should assume the responsibilities for preparing estimates of manpower requirements for national development and should consider setting up a Standing Committee for Manpower.

State Committee on Manpower

A State Committee on Manpower should also be set up to prepare state level and eventually district level plans for manpower development.

Centre-State Consultation

The Centre should determine, in consultation with the States, enrolments for all sectors crucial for national development.

The planning of facilities in secondary and higher education, other than the sectors planned at Central level, should be done at State level.

Vocational education in all the areas will have to be expanded on a priority basis.

The Central Government may from time to time suggest targets to the States and States to the districts.

(b) Role of the Universities.

Planning of higher education should be done at the State level and all universities in the States involved. Each University should prepare a five-year plan of facilities to be provided and output expected. These should be approved in the light of estimated manpower needs.

(c) Need for a district school plan.

There is need for an authority at the district level to plan school education. This should work in the light of general directives from the Centre and State and from local studies of manpower needs.

We should move in the direction of giving every graduate along with his degree or diploma an offer of employment.

(d) System of Internship.

The system of one year internship now prescribed for medical graduates should be extended to other categories of graduates.

(e) Reduction in birth rate.

The planning of education will only succeed if it is a part of an integrated plan to reduce the birth-rate by about half.

SECTION XI**HIGHER EDUCATION****Objectives of Universities**

In broad terms, the functions of the universities in the modern world may be said to be the following :

1. To seek and cultivate new knowledge, to engage vigorously and fearlessly in the pursuit of truth, and to interpret old knowledge and benefits in the light of new needs and discoveries.

2. To provide the right kind of leadership in all walks of life, to identify gifted youth and help them develop their potential to the full by cultivating physical fitness, developing the powers of the mind and cultivating right interests, attitudes and moral and intellectual values.

3. To provide society with competent men and women trained in agriculture, arts, medicine, science and technology and various other professions, who will also be cultivated individuals, imbued with a sense of social purpose.

4. To strive to promote equality and social justice and to reduce social and cultural differences through diffusion of education.

5. To foster in the teachers and students, and through them in society generally, the attitudes and values needed for developing the good life in individual and society.

6. To provide part time and correspondence courses and extension programmes of various kinds so as to provide varied educational facilities for widening clientele.

7. To undertake carefully worked out programmes for school improvement.

Establishment of Major Universities

One of the far reaching recommendations at the higher education is to establish at least six major universities where first class post-graduate work and research of international standard is made possible.

The major universities are to be selected from amongst the existing universities and to include one of the I.I.Ts. and one agricultural university.

Selection of talented students. All efforts must be made by these universities to recruit talented students on an all India basis.

Assignment of Scholarship. The Commission made three recommendations :—

- (i) Each major university should be assigned a number of scholarships for the under-graduate stage to be decided for it by the UGC from year to year.
- (ii) Half of the scholarships assigned should be for students from outside the area of the university and half for students from inside its area.
- (iii) The existing examinations conducted by the universities and State Boards may be utilised for the award of scholarships or each major university may administer a special test or all the major universities may jointly organise a national test.

Selection of Staff. The Commission made six recommendations :—

- (i) An energetic search should be made throughout the country for appointing outstanding and promising persons for the teaching and research staff of the major universities.
- (ii) Each department of faculty should have a specially appointed personnel advisory committee to assist in the recruitment of qualified staff from within India or abroad.
- (iii) The staff may be given advance increments and assured of opportunities for research for study leave and for professional achievement.
- (iv) The University Grants Commission should place at the disposal of each university a 'contingency fund' which may be used to provide financially more attractive salaries to persons of exceptional promise and performance.
- (v) It should be open to a major university to reduce the number of posts for lecturers or readers and to use the money so saved to appoint additional professors.
- (vi) In the major universities staff should only be appointed when it is considered to be fully competent for the purpose.

Centres of Advanced Study

The Commission observed that it was necessary to strengthen and expand the UGC programme for the establishment of Centres (Clusters) of Advanced Study. The Commission recommended that fifty such centres, some in modern Indian languages and one in education, should be established over the next five to ten years.

The programme should be extended to agriculture, engineering, medicine, and modern Indian languages, not covered under the scheme at present.

Selection of the Centre. The selection of a new centre should be made on the basis of equality and extent of work already done by it, its reputation and contribution to research and its potentiality for further development, and care should be taken to see that the centres do not become isolated from the rest of the university. The Commission emphasised that the privilege of being a Centre of Advanced Study must be continually earned and deserved.

Visiting Committee

The Commission recommended that each centre of advanced study should have a visiting committee to conduct a review and appraisal of its accomplishments.

Administration of the Centre. The administration of the centre should be the responsibility of its Director, assisted by a small but representative committee of his colleges.

Extension of Excellence to other Departments

The Commission made the following suggestions :

(a) *Involvement of the entire staff.*

Measures should be adopted to involve the entire staff of the university so as to enable it to function as an intellectually effective community.

(b) *Grants.*

The major universities should be given grants for the purpose of raising to the level of centres of advanced study, other departments within the university.

(c) *Bringing teachers of affiliated colleges together.*

Centres for advanced study should bring teachers of their affiliated colleges and the best post-graduate into closer contact with their work.

(d) *Provision of research opportunities.*

College teachers should be provided opportunities for research and given the privilege of association with the centres and making use of its facilities.

Special grants should be made available to the major universities for the upgrading of their colleges.

(e) *Disaffiliation of colleges.*

Universities should disaffiliate colleges, if in spite of all the guidance and assistance provided, they fail to improve.

(f) *Finance to be placed at the disposal of the UGC.*

The finances required for the development—both capital and recurring—of the centres should be placed at the disposal of the UGC by the Central Government.

Improvement of other Universities and Affiliated Colleges

The Commission suggested the following measures :

(a) *Inducement to talented students.*

Talented students from the major universities should be induced to join the teaching profession and majority of them placed in universities and colleges other than their own so that they can help raise standards.

(b) *Identification and placement service.*

The University Grants Commission should sponsor an identification and placement service to facilitate the recruitment of outstanding persons to the teaching profession.

(c) *Fellowships to be made available.*

The University Grants Commission should make available fellowships to outstanding persons and send them to work in departments of universities.

(d) *Attachment of teachers to major university.*

The universities and affiliated colleges should be encouraged to pre-select their teachers and send them to the major universities for attachment.

(e) *Inter-university conference.*

Strong inter-university ties should be formed among the major universities, advanced centres and outstanding affiliated colleges in particular fields of research, by encouraging conferences for presentation and constructive discussion of papers.

(f) *Research by scholars at the centres of advanced study.*

Scholars and scientists from other universities or affiliated colleges should be invited to do research and to conduct seminars for stipulated periods at the centres of advanced study.

Development of Affiliated Colleges

Role of major universities. The major universities should specially help colleges of longstanding which have done and are doing specially goodwork.

Classification of affiliated colleges. Affiliated colleges should be classified in terms of the level of their performance. The University

Grants Commission should examine the question of classification in terms of level of their achievement in relevant details and make use of it in the allocation of grants to colleges under the Fourth Five-Year Plan.

Autonomous Status to Outstanding Colleges

An outstanding college should be given an 'autonomous status' with power to frame rules of admissions, to prescribe courses of study and to conduct examination and it was envisaged that by the end of the Fourth Five-Year Plan about 50 of the best colleges would be brought under the autonomous category, if they were willing to come under the scheme.

Improvement of Teaching and Evaluation

Improvement of Teaching

The Commission suggested :

(a) *Greater flexibility in courses offered.*

There should be greater flexibility in courses offered and greater freedom of choice by the students.

(b) *Increase in tutorial work.*

Formal instruction should be reduced and there should be a corresponding increase in tutorial work, discussion groups, seminars and independent study.

(c) *Provision of good libraries.*

Good libraries should be built to support general reading programmes by students during the academic year and in vacation periods.

(d) *Students contact with senior professors.*

Senior professors and researchers should have opportunities of coming into contact with and occasionally teaching junior classes.

Experimentation and Handling of Large Classes

The University Grants Commission should encourage experimentation in such areas as in the means of handling larger number of students without a proportionate increase in educational expenditure or the numbers of faculty members, and in teaching at the college level being done in part by research and post-graduate students.

Appointment for Special Committee

The UGC should, through a special committee, examine the problem of teaching methods in higher education.

Examination Reform

The Commission suggested that :

1. The University Grants Commission should set up a Central Examination Reform Unit to work in collaboration with the universities.

2. Special units for examination reform should also be set up in some universities.

3. In all teaching universities and the major universities set syllabi and external examinations should be replaced by a system of internal and continuous evaluation by the teachers themselves as soon as possible.

In universities with affiliated colleges a system of internal assessment should supplement the external examination.

4. *Reorientation of the university teachers.* University teachers should be reoriented to adopt the new and improved techniques of evaluation through a large programme of seminars, discussions or workshops.

5. *Abolition of the payment of remuneration.* Measures should be taken to abolish payment of remuneration to examiners as evaluation is a part of teaching but the total number of scripts to be examined by any teacher during the year should not exceed 500.

Role of English

The Commission observed that while the goal is to adopt the regional languages as media of education, English as an important literary language, has a vital and essential role in higher education.

REGIONAL LANGUAGES

In due course, all teachers in higher education should as far as possible, be bilingual and post-graduate students should be able to follow lectures and to use reading materials in the regional language as well as in English.

At the earlier stage of the under-graduate course, the bulk of the instruction may be given through the regional language while at the post-graduate stage, it may be in English.

The classical and modern Indian languages should be provided as elective subjects, no language being made a compulsory subject of study at the university stage.

Development of Modern Indian Languages

Centres of Advanced Study for the development of all modern Indian languages including Urdu should be established.

Languages other than English

It would be necessary to adopt English as the normal medium of education in the major universities in order to maintain their all-India character.

The teaching of important literary languages other than English should be stressed, in particular the study of Russian, on a larger scale.

Student Services—An Integral Part of Education

Student services are not merely a welfare activity but constitute an integral part of education.

Scope of these Activities

These services should include orientation for the new students, health services, residential facilities, guidance and counselling including vocational placement, student activities and financial aid.

Orientation of Programmes for New Students

All institutions of higher education should organise orientation programmes for new students in the beginning of the academic year to facilitate adjustment.

Academic Adviser to a Group of Students

Each student should be assigned to an academic adviser who would assist him in planning and organising his programmes and studies. Every member of the teaching faculty should be expected to serve as an academic adviser to a group of students.

Health Services

Steps should be taken to organise on a high priority basis adequate health services in universities and colleges. Adequate provision should also be made for health education of students.

Contributory Health Services

The UGC may explore the possibility of organising health services for university teachers and students on the lines of the Contributory Health Services of the Government of India.

Provision of Hostel Facilities

Hostel accommodation should be provided as soon as possible, for about 25% and 50% of the enrolment at the under-graduate and post-graduate stages respectively.

Day-study Centres with Subsidised or Low Cost

Cafeterias should be provided for about 25% of the non-resident students.

Counsellor for One Thousand Students

There should be at least one counsellor for every thousand students.

A project for the training of counsellors should also be organised in some universities.

Information and Employment Centre

A combined information and employment centre should function directly under the supervision of the dean of students in each university.

Cocurricular Activities during Vacation

It is necessary to develop a rich and varied programme of cocurricular activities for students not only during term time but also during vacations.

Dean of Student Welfare

There should be a full time dean of student welfare for the administration of welfare services.

Student Unions

The Commission made the following suggestions :

1. Each university should decide how its student union will function, as experimentation in this matter is welcome.
2. Membership of the student union should be automatic, but every student should be expected to choose at least one activity organised in the institution.
3. The office bearers should be elected indirectly by the different student societies in the university, those who spend two or more years in the same class being disqualified for the purpose.
4. To ensure greater teacher involvement in union activities, there should be established a university or college union in which all teachers and students automatically become members.
5. Joint Committees of teachers and students should be fully utilised to ascertain and redress the genuine difficulties of students.
6. The UGC should take initiative in convening and financially supporting an annual conference of representatives of the student union in universities and colleges.

Student Discipline

Education should enable youngmen and women to learn and practise civilised norms of behaviour and to commit themselves to social values of significance.

Cooperation of many Agencies

The responsibility for indiscipline taking place is multilateral and no effective solution is possible unless each agency—students, parents, teachers, State Governments and political parties—does his own duty.

Setting up of Consultative and Administrative Machinery

The education system should remove the educational deficiencies that contribute to student unrest and set up an adequate consultative and administrative machinery to prevent the occurrence of acts of indiscipline.

A better standard of student services is also necessary.

The whole of university life should be treated as one and polarisation between teachers, students and administration should be avoided.

HIGHER EDUCATION : ENROLMENTS AND PROGRAMMES

Expansion of Facilities in Higher Education

One of the most important features of educational development in the post-independence period has been the very rapid expansion of professional education in engineering, medicine and agriculture and of science courses for the first and second degrees. This was necessitated by the programmes for economic development undertaken in the first three plans. By and large, this expansion has outstripped the facilities available in real terms and has consequently had an adverse effect on standards. At the same time, there has also been a very rapid expansion in arts and commerce courses at the first degree level. But this has been dictated, *not* by the enrolment capacity of the institutions or the employment opportunities, but by the pressure of public demand which has increased immensely... In these courses, an attempt has generally been made to manipulate the facilities to meet the demand for higher education rather than to restrict admissions in relation to the facilities available. The effect on standards has been even more adverse....

What should be the enrolment policy in higher education during the next twenty years? Our recommendation is that the expansion of facilities in higher education should be planned broadly on the basis of man-power needs and employment opportunities. At present, there is an over-production of this open-door policy; and consequently there is a growing incidence of unemployment amongst them. On the other hand, there is a shortage of professional specialists and there is a consequent need to increase the facilities in professional courses such as agriculture, engineering,

medicine, etc. and especially at the post-graduate stage in science and arts....

It may be pointed out that—

1. In the first three plans, the enrolments in arts, commerce and science at the under graduate stage increased by 568,000. During the next twenty years, they are expected to rise by about 1.4 million. The average annual rate of expansion will, however, be reduced from 9.6 per cent to 5.3 per cent.

2. In professional education at the under-graduate stage (including teaching and law) the enrolments increased during the first three plans, by 177,000; in the next twenty years, they will increase by 821,000, although the average annual rate of growth would be reduced from 10.6 per cent to 7.9 per cent.

3. At the post-graduate stage, enrolments increased in the first three plans, by 86,000; in the next twenty years, these will increase by 852,000 and the average annual rate of growth will also have to be slightly accelerated from 11 to 11.5 per cent

It is, however, necessary to explain why a large expansion is also needed at the post-graduate stage and in research. An analysis of our proposals will show that this is fully justified because—

1. We expect a proportion of teachers even in lower secondary schools to hold the master's degree;

2. We have recommended that a master's degree should be the minimum qualification for all teacher-educators both at the primary and the secondary level;

3. The lengthening of the duration of the higher secondary stage uniformly to two years and the expansion visualized at this stage will need a very large number of teachers with post-graduate qualifications;

4. The large expansion visualized at the under-graduate and the post-graduate stages itself will need several times more teachers with post-graduate and research qualifications than at present; and

5. The number of professional persons needed in research, agriculture, industry and the services has to be increased very substantially....

Selective Admissions

During the first three five-year plans, a policy of open-door access has been in operation in courses in arts and commerce in most of the affiliated colleges. A stage has, however, now been reached in the process of expansion when the policy of selective admissions will have to be extended to all sectors and all institutions of higher education. During the next two decades, the public

demand for higher education is expected to increase still further as primary education becomes universal and more and more students complete the secondary school course. Even if this aspect of the problem is ignored and the present rate of expansion (at 10 per cent per year) is assumed to continue for the next 20 years, the total enrolments in higher education would be between seven and eight million by 1985-86 or more than twice the estimated requirements of manpower for national development. An economy like ours can neither have the funds to expand higher education in this scale nor the capacity to find suitable employment for the millions of graduates who would come annually out of the educational system at this level of enrolment. There is no escape but to link broadly the total enrolments at the under-graduate stage to manpower needs, and to bridge the gap between these enrolments and the demand for higher education by adopting a system of selective admissions.

This conclusion, which is based mainly on two considerations—paucity of resources and relating the output of the educational system to manpower needs can also be supported on academic grounds. Standards in higher education will tend to rise only if there is competition for admission and the best students are selected on the basis of merit. We are happy to note that the earlier opposition to this principle is gradually lessening and our discussions with officials and non-officials whom we met in our tours has led us to conclude that public opinion is now largely in favour of making admissions to higher education selective. The reform should, therefore, be introduced as early as possible.

Three main elements needed for operating a programme of selective admissions in higher education are—

The determination of the number of places available in an institution in relation to teachers and facilities available to ensure that standards are maintained at an adequate level;

Prescription of eligibility by the universities; and selection by the institution concerned of the best students from amongst those who are eligible and seek admission.

Determination of the Number of Places Available

Each university should decide in advance the number of students to be admitted in each course in its teaching departments and separately in each of its affiliated colleges on the basis of the facilities available. This is already being done for professional and science courses. But even here, it is necessary to make the conditions more stringent. It is even more important to take similar steps in the courses in arts and commerce as well....

It is imperative that the intake of students be fixed separately for each such institution and that this sanctioned strength should form an integral part of the conditions of affiliation.

University Boards of Administration

At present, selection is usually not dealt with as a serious problem either at the university or in the colleges. At the commencement of each academic year, it becomes a hectic activity and is then forgotten. It is obviously not possible to build up a good admissions policy on the basis of such intermittent experience. Each university should constitute (if it does not already have one), a Board of University Admissions, which should include representatives of the teaching departments of the university, affiliated colleges and university administration. Its function should be to advise the university about all matters relating to admissions to teaching departments and the affiliated colleges, to review the implementation of admission policies from year to year and to recommend any necessary changes. It should also be a responsibility of this Board to collect data relating to annual admissions, to analyse them so as to find out to what extent the objectives of the admission policies have been actually realized. The results should be published for general information.

PART-TIME AND OWN-TIME EDUCATION

At present, a student at the under-graduate stage must either be admitted on a full-time basis or go without education altogether. This creates a great demand for full-time seats in colleges and leads to a deterioration of standards as the resources to provide all the seats needed are not available. One solution to this is to keep full-time seats strictly limited on the basis of resources available and to institute courses etc. for those who aspire to a university degree but are not able to get admission to the regular courses.

The opportunities for part time education through programmes like evening colleges, and for own-time education through programmes like correspondence courses, should be extended as widely as possible and should also include courses in science and technology (either at the degree or diploma level). They will help to reduce the capital costs of expanding higher education and cut down even the recurring costs to a substantial extent, especially as enrolments grow. They are the only means to provide higher education to those who desire to study further but are compelled, on economic grounds, to take up employment at the end of the school stage. There need be no fear that they will lead to a deterioration of standards, especially if due care is taken to maintain personal contacts with the students receiving correspondence education by organizing academic programme during vacations, and holidays. In fact, it would be correct to say that, by and large, the standards in such courses tend to be better because of the more intensive motivation of the students. By 1986, about a third of the total enrolment in higher education could with advantage be provided through a system of correspondence courses and evening colleges.

LOCATION OF AFFILIATED COLLEGES

In granting affiliation to colleges, the universities should emphasize the expansion of existing colleges, rather than the establishment of new ones. Unless there are strong reasons to the contrary, a college should have a minimum enrolment of 500 and it would be preferable to rise the enrolment in as many colleges as possible to 1,000 or more.

Small Colleges

One unsatisfactory aspect of the existing situation is the existence of a very large number of colleges with a very small enrolment.

About 15.6 per cent of the colleges are in the unenviable position of having less than 100 students. If an enrolment of 500 students is regarded as the very minimum below which a college may tend to be uneconomic and inefficient, about 60 per cent of the affiliated colleges are below this level.

72 per cent of these small colleges were established during the four-year period—1961-64. Whether these colleges can increase their strength with their age cannot be predicted, especially in view of the fact that 28 per cent of the colleges which were established before 1960 (and some of them even as far back as 1947) have continued to have a strength of less than 100.

EXPANSION OF POST-GRADUATE EDUCATION AND RESEARCH

The bulk of post-graduate and research work should be organised in the universities or in university 'centres' where good programmes can be developed co-operatively by 3 or 4 local colleges under the guidance of the university. Only very good affiliated colleges of long-standing which have done creditable work at the under-graduate (or post-graduate) stage may be allowed to carry on post-graduate and research work, if the needed facilities are provided. The universities and the university centres will have to shoulder the responsibility for about 80 per cent of the post-graduate and research work. To support it properly, they will also have to undertake under-graduate work meant primarily for gifted students. This should cover about 10 per cent of the enrolment. The universities thus have a tremendous additional responsibility to undertake: the enrolments in their departments and constituent colleges would have to be increased from 200,000 in 1965-66 (under-graduate 155,000 and post-graduate and research 45,000) to about 1.1 million in 1985-86 (under-graduate 320,000 and post-graduate 750,000).

The Centre will have to assume far greater responsibility than in the past for the development of post-graduate education and research and for the development of universities. This is a sector of very high priority and it has a seed value and can fertilise the whole

field of education. At present, this is not the case. The extent of facilities provided at this stage are inadequate and its quality leaves much to be desired. Consequently, we do not get enough good teachers for colleges. This dilutes under-graduate education and makes it difficult to get good teachers for secondary schools. In its turn, secondary education is thus diluted and it becomes difficult to get good teachers for elementary schools. The only way to break this vicious circle is to expand the facilities in post-graduate education and research and what is even more important, to improve their quality. For this purpose, we should move in the direction of making the Government of India almost exclusively responsible for post-graduate education and research.

NEW UNIVERSITIES

In view of the expansion visualized for the under-graduate and post-graduate stages, the establishment of some new universities is inevitable. It is even desirable for reducing the size of some existing universities. This problem has already become acute in big metropolitan cities and is likely to become so in several other universities within a few years. Moreover, we feel that administrative regroupings of existing colleges through the establishment of new universities would be necessary in certain cases.

It must further be pointed out that the establishment of new universities can be justified only when competent men and physical facilities required for the purpose are available and can be secured and that it would be wrong to create a situation in which there could be an undue dispersal of intellectual talent, funds and administrative ability, all of which are in scarce supply at present. From this point of view, the Commission made the following recommendations :—

1. No new university should be started unless the agreement of the UGC is obtained and unless adequate provision of funds is made.

2. In many cases it may not really be necessary to start a new university. The object in view can be met by developing, under the auspices of a university; one or more post-graduate centres wherever a number of local colleges can make a cooperative effort to provide facilities for post-graduate teaching. This scheme is being tried in some States and the results are encouraging.

3. Most of our universities have, and will continue to have, a large number of affiliated colleges. We feel that some experimentation with different types of university organization to deal with this situation would be useful.

4. An experiment which the Commission recommended in this regard is to make some or all the universities in a State join together in a 'consortium', as it were, to operate all the affiliated colleges in the State.

5. We find that the preparation made for the establishment of new universities is, more often than not, perfunctory and adequate time is not allowed between the passing of the Act and the commencement of the work of the university as such. It would be desirable to set up a convention in this regard that a new university should not be established in a place where a university centre has not been in operation for some time ; and that, a time of 2-3 years should be allowed to elapse between the appointment of the first Vice-Chancellor and the direct commencement of the university's work.

REORGANISATION OF COURSES

The link between the subjects taken at the school stage and those opted for at the First Degree should be less rigid than at present. It is because of this link that specialization starts undesirably early. A student wishing to take physics for his M.Sc., for instance, is now often required to opt for it as early as in Class IX. The Commission thought that there was no justification for such rigidity and that it should be open to a student to opt for a combination of subjects at the first degree stage, even though some of these may not have been taken by him at the school.

The question of general, special and honours courses at the under-graduate stage is of great significance. A 'general' course as has been defined as one in which the student takes three subjects at about the same depth. The 'special' course would be different in kind and provide for the teaching of three subjects of which one would be taken at a much greater depth than the other two. The 'honours' course would be more challenging and require study at higher levels. The general courses may be provided at both the levels—pass and honours. The special courses, however, need be provided only at the honours level. In order to economize resources, however, we recommend that—

1. The universities, which have much better facilities, should only provide for special courses or for general (honours) courses. For them to provide pass courses is to under-utilize the resources available ;

2. The affiliated colleges should, as a rule, have an option to provide either for the general courses—both at the pass and honours level—or the special courses, depending upon the availability of teachers and facilities. To economize on costs, however, it may be desirable to prescribe the minimum enrolment needed for the general (honours) and special courses.

Courses for the Master's Degrees in Science and Arts

The Commission pointed out that there is an urgent need to introduce an element of flexibility and innovation in the organization of

the courses for the Master's degree. Borderline and inter-disciplinary subjects are fast becoming areas of major study and research. To bring these into focus in university life, it is necessary to provide, in addition to our present one subject courses, combination courses consisting of, say, one major subject and one or two subsidiary or related subjects.

There need be no undue emphasis on the courses for the Master's degree leading to a high level of specialization and research. This should be an important but only one of the objectives of the course. It is necessary to design courses with two other equally valid objectives : preparing teachers for schools, and catering for the needs of students who are still interested in broad connected areas and who may attempt specialization later at the Ph.D. level.

Research Degrees

The Commission was not happy with the present research work.

"As is well known, the standards of research degrees in some universities and in certain subjects are high and comparable to those abroad. But the same cannot be said of many subjects and all universities. A collection of research topics in various science subjects which have been accepted for the award of Ph.D. degree in most universities is a curious mixed bag and if one were to pick at random, one is most likely to meet with a topic which both by its very formulation and scope would be considered to be behind the times by at least ten to twenty years. This is partly due to the fact that in most universities the problems *are given to and not selected by* the student on the basis of his ability and facilities available for work."

The procedures for evaluation should be improved. While the guide who has supervised the work should be one of the members of the Board of Examiners, no degree should be awarded unless reports of all examiners are unanimously in favour of the proposal. As far as possible, evaluation should be done by Indian experts in the subject. A *viva voce* examination or a defence of the thesis should be considered essential before the degree is recommended.

Inter-Disciplinary Studies

Special efforts need also to be made to promote inter-disciplinary studies in universities which have adequately staffed departments in related subjects. This will need new combinations of subjects, new methods of cooperation between different institutions and new patterns of staffing.

Study of Social Sciences

Mainly for historical reasons, the universities and colleges of India have tended to concentrate on the study of languages and

humanities, and the study of the social sciences, and also behavioural sciences, which are often grouped together within the wider field of the humanities, has generally remained under-developed. The only social science which has received adequate attention is economic.

Despite remarkable achievements of individual scholars and institutions, the social sciences have not so far obtained in India the place and standing they deserve, due not only to their specific value, but also to their direct use in Indian society and Indian education.

1. Along with the natural sciences, if not to the same extent the social sciences can be used to create a scientific outlook.

2. The social sciences are essential tools for the study of the conditions and needs of modern society and, without a proper use of their methods and results, control of economic, social, financial and demographic developments or manpower requirements is impossible. Proper planning, which is important for all countries but especially so for India, needs a larger number of persons with extensive knowledge and training in the social sciences.

3. Modern societies need, as they become more industrialised, not only engineers, technicians and skilled workers, but also a large number of well educated and trained people for what is usually called "the third sector of the economy": education, public administration, private management, commerce, distribution, communications, information services, etc. Specialists in these fields need good education in the social sciences.

For all these reasons, the Commission recommended that the social sciences should be given a significant position in Indian universities and research institutions.

The recent emphasis on science education has sometimes been blamed for the slow development of social sciences. This is not quite correct. As it has been stressed in this Report, this emphasis is essential and will have to be continued. But we visualize only about 30 per cent of the university enrolment doing pure science and an equal proportion doing applied science in the form of professional courses like engineering or medicine. The present trend of over-expanding enrolment in science (with a consequent adverse effect on standards) is to be discouraged. As we visualize it, the proportion of students studying social sciences could be about 30 per cent or almost the same as that of the students of natural sciences.

Two main difficulties have to be overcome if social sciences are to grow, viz., they must receive adequate financial support and draw in a proper share of the talent available.

EDUCATIONAL RESEARCH

Educational research is still in its infancy. Its quantity is small and its quality, mediocre or poor.

If this picture is to be changed, urgent steps have to be taken to develop educational research and relate it effectively to the formulation of educational policies and improvement of education. From this point of view, the following recommendations are made.

1. A documentation centre and a national clearing-house in educational research should be developed at the NCERT.
2. Educational research has to be developed in teams and in inter-disciplinary fields. While all training colleges should do some research, the restriction of education research to training colleges has hampered its growth.
3. It is desirable to set up a National Academy of Education consisting of eminent educationists, broadly on the lines of the National Institute of Science to promote educational thought and research. This should essentially be a non-official, professional body. But it should receive adequate financial support from the Government of India.
4. While the NCERT should do research on its own and in collaboration with the State Institutes of Education and run a central clearing house, we do not think it advisable to make it responsible for distribution of grants for educational research to other institutions especially because we expect the universities and other organizations to enter the field in a big way.

THE GOVERNANCE OF UNIVERSITIES

Universities in the modern world have a multiplicity of functions, the most important of which are *teaching*, *research* and *extension* involving direct contact with the community. Their enrolments, staff and budgets are becoming increasingly large and they are required to assume new functions and programmes. The problems of the internal government of universities and other institutions of higher education and of their relationship with the State are, therefore, becoming increasingly important and complex.

A resolute effort needs to be made to evolve techniques and practices needed for a forward-looking, dynamic academic organization. As a broad principle, it should be recognized that rules, regulations and techniques that hamper achievement of the real purposes of the university should be modified or scrapped—they are meant to promote these purposes and ideas and should not be treated as straight-jackets into which all university activities must be fitted. This could be helped if in some selected universities, groups of interested and knowledgeable persons, academic and administrative, could join hands to study seriously the problems of educational administration and suggest suitable methods of revising procedures.

UNIVERSITY AUTONOMY

The proper sphere of university autonomy lies principally in three fields :

1. The selection of students ;
2. The appointment and promotion of teachers ;
3. The determination of courses of study, methods of teaching, and the selection of areas and problems of research.

This autonomy for universities is not claimed merely as a matter of right or privilege. The case for it rests on the obvious ground that, without it, universities cannot discharge effectively their principal functions of teaching, research and service to the community and that only an autonomous institution, free from regimentation of ideas and pressure of party or power politics can pursue truth fearlessly and build up, in its teachers and students, habits of independent thinking and a spirit of enquiry unfettered by the limitations and prejudices of the near and the immediate, which is essential for the development of a free society.

In considering the question of university autonomy, we must recognize three (semewhat over-lapping) levels, as it were, at which it functions.

1. Autonomy within a university, *e.g.* autonomy of the departments, colleges, teachers and students in relation to the university as a whole ;
2. Autonomy of a university in relation to the system, *e.g.* the autonomy of one university in relation to another or in relation to the UGC and the Inter-University Board (IUB) ; and
3. Autonomy of the university system as a whole, including the UGC and the IUB, in relation to agencies and influences emanating outside that system, the most important of which are the Central and State Governments.

Autonomy Within a University

Before considering the relations between individual universities and of the university system as a whole with external authorities, it would be desirable to discuss briefly the meaning of autonomy within the university itself.

1. It is recognized that the representation of lay elements on the various governing bodies of the university is necessary and justified in view of the nature of relationship between the university and the society. It would however, be contrary to the principle of university autonomy if the lay or non-academic members in these bodies assume a dominating and controlling position. Conventions should be developed which would largely shift the centre of gravity of authority to the academic wing of the university government.

2. It is necessary to ensure that universities do not become administration or administrator dominated and keep vigilant in this regard.

3. In the governance of a university, the principle that good ideas often originate at the lower levels of the hierarchy must be recognized and respected.

4. The departments of a university are its main operational units on the academic side. We are of the view that wider administrative and financial powers should be delegated to them. Each department should have a Committee of Management under the chairmanship of the head of the department consisting of all professors and some readers and lecturers elected by the staff.

5. As one positive step to encourage students to take part in university government and to make them realize their responsibilities in the day-to-day functioning of the university, we suggest that student representatives should be associated with the Academic Councils and the Courts of the universities. In some universities in Europe and elsewhere (e.g. in Berlin University) students are associated with the Executive Council also.

Autonomy in Relation to Outside Agencies

While universities must have this autonomy, it should be interpreted in the larger context of their obligation and responsibility to the nation and to mankind as a whole. It should not come into conflict with their basic purposes and their vital role in national and human progress.

For instance, the national needs for trained manpower have implications for the teaching functions of the universities. Similarly, the decisions about research which, in a way, must be taken primarily by the universities, cannot be taken in isolation from the economic and social needs of the country which must influence them in a large measure. Such decisions are national decisions in which the competing claims of different sectors of the society must be weighed against one another and in which long-range programmes must be balanced against immediate needs. In the same way, the conduct of university affairs cannot be left *solely* to the academics; their relationship to social needs requires the admission of non-academic persons within the machinery of their government. The universities have thus to share their decisions with lay agencies or authorities outside the system just as they have to share them with one another or with organizations within the university system itself such as the UGC or the IUB.

UNIVERSITY FINANCES

University autonomy cannot become real and effective unless adequate provision is made to meet the financial requirements of universities and colleges. While the UGC has been established as an autonomous body to provide the necessary financial resources to the universities without governmental control or interference, State universities have to depend, for their maintenance grants and

matching share, on the funds provided directly by the State Governments. This is an important source through which they can and sometimes do seek to curb the freedom of the universities. This is obviously undesirable. We recommend that the existing system of university finances should be re-organized on the basis of the following important principles :

1. State Governments should deal with the universities with understanding and imagination and place adequate financial resources at their disposal to enable them to carry out their obligations in an efficient way. It would also be desirable if they seek the advice of the UGC in the matter.

2. While some safeguards are inevitable in financial matters and reasonable economy in expenditure has to be ensured, it is essential to simplify rules and regulations and to operate them with speed and efficiency.

Grants to State Universities from the UGC

Difficulties have arisen in some universities because the State Governments are not prepared to provide for the committed expenditure arising out of the development-programmes undertaken by them with assistance from the UGC. In some cases, the State Governments have argued that they were not consulted when the development programmes were originally undertaken and that they are, therefore, under no obligation to provide for the committed expenditure involved. These problems have to be solved at an early date in the interest of higher education. The Commission therefore, recommends that the UGC should take early steps to mediate in the matter and save these universities from the embarrassment caused by the non-payment of grants on committed expenditure by the State Governments.

Grants-in-Aid from State Governments to the State Universities

For the smooth development of higher education, it is essential to institute a better system of grant-in-aid. This must satisfy three essential conditions. Firstly, it is necessary to ensure that the grant-giving authority does not exercise too much control and rigidity of approach. A system of checks and balances—devised in other days for other purposes—is out of tune with the needs of a rapidly developing university administration and finance.

Secondly, the grants receiving bodies have to exercise the utmost vigilance and economy in utilising public funds. Thirdly, the system should be sufficiently elastic and should leave some scope to the universities to experiment with new ideas and projects. Thus a system of grant-in-aid has to be devised which would promote a free flow of funds from one authority to another and at the same time ensure economy, efficiency and allow for the necessary degree of flexibility.

In the light of these general principles, the Commission recommends that the system of grant-in-aid from the State Governments to the universities should be reorganized on the basis of a system of block grants providing for :

1. Fixation of block grants for a short period, say 3 to 5 years on a rolling basis ;
2. Provision for inevitable increases of expenditure during the period of grants ;
3. Payment of special grants during this period for unforeseen development; and
4. A 'cushion' to be left to the discretion of the universities so that they can have a fund on which they can freely operate. One way of providing a part of the cushion would be to take into consideration only the 'standard' fees, the cushion consisting partly of the difference between the standard and the actual fees. For the same purpose, we recommend that the interest on endowments should not be taken into consideration while fixing the grant.

Financial Accountability of Universities

It is our view that universities should not only be immune from direct governmental intervention but also from *direct* public accountability. In the interest of the autonomy of the universities, their financial affairs should not be made either a subject of public controversy or an issue in party politics which is likely to be the case if they are placed before Parliament. Secondly, control over universities should be indirect and in keeping with their position in the national life.

ROLE AND APPOINTMENT OF THE VICE-CHANCELLOR

The person who is expected, above all, to embody the spirit of academic freedom and the principles of good management in a university is the Vice-Chancellor.

Taking a long-term view of the matter, the Commission suggests that as the necessary conditions are created, the choice of the Vice-Chancellor should eventually be left to the university concerned. But in view of the present situation in many of our universities, the Commission recommends, for the time being, the adoption of what is called the 'Delhi pattern' or some suitable variation of it.

The term of office of the Vice-Chancellor should be five years and he should not normally be appointed for more than two terms in the same university.

The Commission also recommends that the retirement age for them should be 65 years. In the case of exceptionally qualified persons of all-India eminence, an exception may be made from the

operation of this rule. But such exceptions should be very few indeed and patently justifiable and not be made, we repeat, to 'accommodate' retired officials or politicians or other 'dignitaries'.

The universities in our country are passing through a stage of rapid development. In view of this, and also because of the very special position which the Vice-Chancellor occupies in the life and work of the University, it would be an advantage if his successor can be designated in advance by a year or so.

Academic Planning Boards

There is need in the universities for a permanent planning and evaluation machinery detached from the day-to-day administration. The Commission recommends the appointment of Academic Planning Boards for this purpose, consisting of the representatives of the university, along with some persons from other universities and a few distinguished and experienced persons in public life. These should be appointed by the Chancellor in constitution with the Vice-Chancellor. They should be responsible for advising the university on its long-term plans and for generating new ideas and new programmes and for periodic evaluations of the work of the university.

AFFILIATED COLLEGES

In granting affiliation to a college, both the university and the State Governments are concerned—the university from the academic point of view and the State Government, which is required to give grant-in-aid, from the financial point of view... Following recommendations to improve the present situation have been made:

1. Affiliation of colleges is an academic matter and should be granted by the universities. But since each affiliation creates eligibility for aid, they should consult the State Government, in respect of all private colleges, before a final decision is taken.

2. In granting affiliation for the first time, mention should be made not only of the time for which it is granted but also of the courses and the maximum number of students to be admitted to the college. In the admission of science students etc., the total number to be admitted to each course should be specified. When affiliation is granted subject to certain conditions, there should be a vigilant watch to see that they have been actually and properly fulfilled. Laxity in this behalf has often led to sub-standard colleges being affiliated, thus depressing standards.

3. The State Governments should involve the universities more intimately with the operation of the grant-in-aid system to colleges. It would be desirable to have an informal committee consisting of all the Vice-Chancellors in the State to advise the Education Department regarding grant-in-aid to affiliated colleges. The committee should be consulted on formulation of grant-in-aid rules

or modifications therein and the annual allocations of grant-in-aid. The work of this committee would be of great help both to the Department and the universities.

Council of Affiliated Colleges

There should be a Council of Affiliated Colleges in every affiliating university, consisting of the representatives of the university and the colleges. It may also be advisable to associate with it as members' a few representatives of other universities in the State and from outside. The functions of the Council, to be laid down by the Statutes of the University would be to advise the university on all matters relating to affiliation of colleges, to help the implementation of the policy of the university in the matter, to keep a close contact with colleges with a view to help in their proper development and to evaluate periodically whether the standards of colleges are being steadily raised.

Government Colleges

By and large, there is a definite feeling that the State Government should not normally conduct any colleges. At the same time, the transfer of Government colleges to universities is opposed by some persons on the ground that it does not help the colleges and burdens the universities with administrative responsibilities that interfere with their development. It is, therefore, desirable that some suitable agency be devised for the management of such colleges.

The Commission examined the point carefully and found that it is not advisable to recommend a single solution which would apply to all cases. There is need to try different approaches to suit local conditions and traditions. The following are the recommendations in this regard :

1. In States like Madhya Pradesh or Rajasthan, there is a large number of Government colleges run by a separate Directorate of College Education. While this practice may continue, it should be ensured that the Director of Collegiate Education is an educationist of standing.
2. The possibility of setting up an autonomous organization to manage all the government colleges in a State may also be explored. This organization, as we envisage it, will have a Governing Board with a whole time Secretary. All the Vice-Chancellors of the Universities in the State should be members of the Governing Board, along with some representatives of Government and some non-official educationists and university teachers...
3. An alternative possibility is the practice adopted in Delhi where each Government college has been placed under an autonomous Board of Governors. This has the advantage of localising the staff and enabling it to develop loyalty to their institutions.

Private Colleges

Private colleges form the vast bulk of affiliated colleges and unless they are properly directed and given adequate assistance the general standards in higher education would not improve. The Commission thought that a major change as needed in the present policy which treats all private institutions alike, for purposes of control as well as grant-in-aid. This should be replaced by a discriminating pattern under which the really good institutions are given greater freedom and more and more liberal assistance while a firm policy of direction is adopted towards weaker institutions which do not deserve larger grants because they fail to make any attempt at self-improvement.

The total grant-in-aid payable should be equal to :

All teacher costs ;

Plus non-teacher costs actually incurred or the ceiling prescribed for the purpose, whichever is less ;

Minus the contribution by the management which will have to be met from its own sources and *not* from fees ; and

Minus the income collected at the standard fee rates, after allowing for the prescribed free-studentship.

COORDINATION AND PROMOTIONAL MACHINERY

The two main agencies for the purpose are the Inter-University Board and the University Grants Commission.

The Inter-University Board

The Commission visualized considerable increase in the functions of the IUB. Even now it acts as a clearing house of information on university affairs and is the central agency for organizing inter-university sports. These responsibilities will continue and should be expanded. It should also be possible for the Board to develop certain advisory, research and service functions for and on behalf of the universities. In order to carry them out, the Boards should be strengthened financially and enabled to maintain an adequate secretariat.

The University Grants Commission

In the opinion of the Commission the UGC should represent the entire spectrum of higher education. It should be professionally concerned and adequately equipped to deal with all its problems. This is necessary for various reasons but principally because, in the contemporary world, no discipline can develop fully in isolation from the main stream of academic life. Agriculture, technology, medical sciences and teaching will all be the richer for being part for this broad stream and by being concerned with the problems and needs.

of one another. This applies most directly to teaching, but will apply more and more to research also. It is essential to bring all higher education, including agriculture, engineering and medicine, within the purview of the UGC. This is the *ultimate* direction in which we should move.

For the time being, it would be more feasible to set up separate UGC-type organizations for agricultural, engineering and medical education and to create a machinery that would effectively coordinate them. Commission's proposals for immediate action, therefore, are as follows:

1. It is not desirable that Government should deal direct with the universities. It is always a great advantage to interpose, between the government and the universities, a committee of persons selected for their knowledge and standing rather than for their political affiliation or official status.

2. UGC-type organizations, based on the above principles, should be set up for dealing with technical, agricultural and medical education. They need not necessarily be set up by law and our purpose will be served if they are established as autonomous organizations.

3. For purposes of co-ordination, there should be a certain overlapping membership between the UGC and the UGC-type organisations recommended above. In addition, the chairman of all these four bodies should meet periodically to review and co-ordinate their programmes.

GENERAL OBSERVATIONS

National University Rightly Recommended (*National Solidarity*, July 7, 1966)

"The Commission has rightly recommended at least six national Universities of topmost order which attract worthy scholars from all parts of the nation to impart highest education and training of most advanced international standard. This alone will enable the nation to reach quickly to the stage of advance and prosperity it deserves. It is the scholars of such top Universities who can lead the nation swiftly on the path of progress. This one recommendation need to be immediately implemented, irrespective of the cost involved."

Selective Admission Welcomed

"Similarly, the Commission has rightly urged that admission to institutions for higher education should be much more selective (though it has simultaneously suggested the creation of more universities), but it has not offered much helpful advice about those who, refused admission to a college, find it almost impossible to get a job; even technical and vocational training has ceased to be an infallible guarantee of early employment."

Autonomy for College Welcomed (July 3, 1966)

In an article in the Times of India, K. N. M. made these observations:—

“The Education Commission’s recommendation regarding autonomy of colleges is to be welcomed. The Commission has vindicated the stand taken by some colleges that they would be free to select their students and teachers and plan curricula and teaching. Collages, according to the Commission, should be free to evolve their curricula, fix working days, decide how many lectures should be held and allow students the right to attend lectures or miss them. College will be able to waive off restrictions on attendance and give more marks for sessional work than for written tests. Colleges will be examining bodies with the right to confer degrees and diplomas.”

SECTION XII

TECHNICAL AND VOCATIONAL EDUCATION

Enrolments

The Education Commission has stressed the need for a “concerted and sustained” programme to ensure that by 1980 nearly 20 per cent of all enrolments at the lower secondary level and half of them beyond Class X are in part-time or full-time vocational professional courses.

Terminal Vocational Courses

Vocational courses in schools should be predominantly terminal, with adequate opportunities for the exceptionally gifted child to rejoin the mainstream and move higher through further study.

Expansion of Industrial Training Institutes

Calling for expansion of industrial training institutes, it says that a beginning should be made in the Fourth Plan to double the existing facilities. The minimum admission age should be gradually lowered to 14 with suitable adjustment courses for semi-skilled and skilled workers.

Production-Oriented Technical High Schools

Junior technical schools should be renamed technical high schools and along with the existing high schools they should offer courses clearly technical in character through greater application of the Apprenticeship Act. These schools should be production-oriented.

Role of the All-India Council for Technical Education

The overall ratio of engineers to technicians should be raised from 1:1.4 to 1:2.5 by 1975 and 1:3 or 1:4 by 1980. Training for technicians should be revised in the light of periodic investigations carried out by the All-India Council of Technical Education in co-operation with industry. The investigations should aim at job analysis and specifications in terms of levels and clusters of skills and responsibilities for technicians.

Project-Oriented Training

Diploma training should be made more practical by including industrial experience in it. This training should be project-oriented and problem-oriented.

Location of Polytechnics

The Commission says that new polytechnics should be located only in industrial areas, while those already functioning in rural areas should develop courses allied to agriculture and agro-industries.

CHOICE OF TEACHERS

Teachers for polytechnics should be increasingly drawn from industry, even if this necessitates academic qualifications set for such posts. Salaries should not be linked to such qualifications alone.

The Commission emphasises the need to reduce the present "high wastage rates" in polytechnics and expand them to their optimum size.

Opening of Small-Scale Workshops

Students of technical high school and polytechnics should be encouraged to set up small enterprises of their own or to open joint small-scale workshops and service centres.

Engineering institutions not conforming to the standards fixed by organisations like the All-India Council of Technical Education or the University Grants Commission should be improved, converted to institutions training technicians or closed.

DIVERSIFIED COURSES

Courses at the degree and diploma levels should be diversified to meet the changing needs. For colleges and institutions of technology to become more concerned with the needs of industry, projects for research design sponsored by either industry or the Government should be made part of the curriculum.

Careful Manpower Planning

It calls for careful planning for the development of courses and manpower estimates in new fields like electronics, instruments technology including automation, chemical technology, aeronautics and astronautics and nuclear power generation. There is need for "rigorous and more refined studies" to estimate the technical manpower needs at all levels. Opening new training facilities and admission to courses should be linked to such forecasts.

Existing marked variations in the socio-economic background of students in technical institutions could be reduced by a greater

equalisation of educational attainments in secondary schools in between urban and rural areas and by adoption of better-aptitude and other admission tests.

The Commission says that "special consideration" should be given to the timely release of foreign exchange and to stockpiling essential equipment.

PROTOTYPE MACHINERY

Polytechnics should be discouraged from acquiring "sophisticated equipment" which is used only for a few days a year. Institutions should be encouraged to manufacture prototype substitutes for imported equipment

SECTION XIII

EDUCATION FOR AGRICULTURE

The Commission observed that any programme of education for agriculture will have to be based on an effective organic link between the three main elements of teaching, research and extension. It recommended the following steps for a good programme of education for agriculture.

1. At least one agricultural university should be established in each State with an effective liaison with its sister institutions.

2. A clear delineation of responsibilities between Agricultural Universities and the State Departments of Agriculture is necessary.

3. Post-graduate work should become a distinctive feature of the Agricultural Universities, staffed with adequately trained personnel.

4. No institution should be allowed to undertake post-graduate instruction unless it has adequate, integrated facilities for education and research as certified by a competent body of professional persons.

5. Central Research Institutes like the Indian Agricultural Research Institute (IARI) and the Indian Veterinary Research Institute (IVRI) and the National Dairy Research Institute (NDRI) and the Agricultural Universities would constitute suitable centres for strong post-graduate schools in agriculture.

6. Post-graduate work in any institution should be related to specialities suited to its history, location and interests. Close co-ordination among these universities on one hand and with I.C.A.R. on the other should be established.

To enable the students to undertake independent study and to ensure their introduction to research as early as possible, each

university should have a well equipped library with adequate staff.

7. Duration of first degree course should be 5 years, after 10 years, schooling. There should, however, be adequate flexibility in this regard to meet local conditions.

Teachers

8. For as many of the staff members as possible, there should be integrated assignments between class room teaching and laboratory research, experimental research and work in the field with rural people.

9. The UGC scales of pay should be extended to Agricultural Universities also. Other conditions of service should also be made attractive.

10. The strength of any faculty should be determined by needs and quality of staff and not by any rigid hierarchy.

11. A large scale programme of teacher training should be undertaken immediately in 5 or 6 existing high quality centres, offering attractive scholarships to graduates in science and agriculture.

Students

12. Scholarships awarded should cover not less than 25% of the students in Agricultural Universities.

13. To attract talented students the present scales of pay offered to agricultural graduates should be improved.

Farm

14. Well-managed farms, about 1,000 acres in size and with not less than 500 acres of cultivated area should be attached to every agricultural university.

Possibilities of providing one year internship on a well-managed State University Demonstration Farm before awarding the degree to the students should be explored.

Number, Size and Organization

15. In the process of establishing one Agricultural University in each State, the possibilities of converting existing universities into agricultural universities should also be studied.

16. While some experimentation should be allowed it is essential that all Agricultural Universities should conform to some important principles such as, being single campus universities without any affiliated colleges. If for any exceptional reasons, the university should take over the responsibility for colleges outside its campus, they should be made constituent colleges under a unified administration.

Contribution of other Universities for the Development of Agriculture

17. Other Universities wishing to introduce agricultural studies should be given all assistance.

18. An academic relationship between some of the agricultural universities and the I.I.Ts. should be developed. This can take the form among other things of an exchange of students and staff, and arranging common programmes of study and research.

19. The possibility of organising agricultural faculties in one or two of the I.I.Ts. and in some leading universities should be explored.

Agricultural Colleges

20. New agricultural colleges should not be established and the training of under-graduates and post-graduates in agriculture should be done in agricultural universities.

21. Where agricultural colleges are constituent colleges of the university, the concerned university should be assisted to develop strong agricultural faculties.

22. Every agricultural college should have a well-managed farm of at least 200 acres.

23. Quinquennial inspections of agricultural colleges jointly by ICAR and UGC should be undertaken, and such colleges not coming up to the requisite standards should be disaffiliated.

24. Some of the colleges should be converted to courses at a higher technician level instead of a degree.

Agricultural Polytechnics

25. Agricultural polytechnics at post-matric level should be organised on a priority basis.

26. For best results, these should be attached to agricultural universities and such large scale institutions with enrolment around 1,000 should be set up in different States. To meet immediate needs, courses may also be added to existing polytechnics located in predominantly rural surroundings.

27. These polytechnics should be multipurpose institutions providing a wide range of training for imparting skills needed in agriculture and allied fields.

28. While reasonable flexibility should be allowed in their organisation, these courses should be distinctly practical in nature.

29. In course of time these polytechnics should offer short condensed courses particularly for the young farmers and also of special interest to girls and women in rural areas.

30. Attractive scales of pay and adequate qualifications should be prescribed for the staff of these polytechnics.

31. Courses offered in these polytechnics should be predominantly terminal in character leading to specific employment, with adequate provision for the exceptionally brilliant students to take up courses in higher education through further study.

Agricultural Education in Schools

32. Attempts to train for vocational competence in farming through formal schooling in agriculture at primary and lower secondary levels have failed and further efforts should be held in abeyance.

33. Instead of any narrow vocational training, the school should impart a sound general education with particular emphasis on Mathematics and Science, as the best preparation for coping with the inevitable rapid changes, characterizing our future agriculture.

34. Over specialization at an early age is undesirable.

35. The proposal for setting up a large number of junior agricultural schools is beset with several difficulties and may fail to serve its objectives. It should, therefore, be abandoned.

Agricultural Education as a Part of General Education

36. In all primary schools including those in urban areas, some orientation to agriculture should form an integral part of general education.

37. Agriculture should also be made an important part of the work experience at the school stage.

38. Under-graduate and post-graduate courses in colleges and universities should also give prominence to orientation to rural and agriculture problems. UGC and other authorities should take suitable steps in this regard.

39. Similar orientation in agriculture and rural problems should be introduced in all teacher training programmes also.

Extension Programmes

40. In raising the professional and technical competence of the V.L.Ws. and of the specialists who support them, the agricultural university and polytechnics should render all necessary assistance by making available the specialist staff and by organising special courses.

41. When the proposed separation of supply services from the extension work takes place, the Extension part of it should be transferred to the agricultural university, maintaining, at the same time, closest liaison between the extension work, supply and other programme services of the department of agriculture.

42. The target should be to set up at least one primary extension centre in every community development block for purposes of extension work, within cycling distance of the area served.

43. It is essential that these centres are manned by staff with a practical knowledge superior to that of the farmers whom they are educating and also, that they receive the strongest support and guidance from the extension services of the agricultural university.

44. Greater use should be made of successful farmers in the carrying out of extension work in education about agriculture generally.

45. The individual village farmers attending courses at primary extension centres should be encouraged to start Farmers' Study Circles in their villages.

46. Fullest use should also be made of radio, films and other audio-visual aids in educating farmers and the rural community.

Manpower Needs

47. Steps should be taken for more accurate estimates of the requirements of manpower in the agricultural development. In the meantime vigorous efforts should be made at least to double the output of the graduates and to produce an equal number of diploma holders, in the next 10 years.

The Role of the ICAR and UGC

48. Responsibility for ensuring that agricultural education is launched on the basis of an integrated approach to teaching, research and extension can best be carried out by ICAR.

49. To enable the ICAR to fulfil its responsibility in this regard, a special Standing Committee of the Council should be set up with a scholar or scientist of national repute as its head.

50. There should be some overlap in the membership of the UGC and the above Standing Committee. The UGC should develop strong support for agricultural education in the universities and colleges.

COMMENTS

Appreciating the need for an Agricultural University, as recommended by the Commission, the "Search Light" published from Patna made these remarks in its editorial (July 3, 1966) :—

"The Education Commission has rightly suggested that an agricultural university should be set up in every State. When so much emphasis is laid on maximising farm output, it is essential that steps should be taken to impart agricultural knowledge based on latest scientific research. Successive five-year plans have revealed that we cannot make much headway in the matter of raising living standard, one of the main aims of our welfare state, unless we have

adequate arrangement for food. Of the man's basic needs, food gets first priority. Clothing and shelter come only next to food. At present India has made marked progress in the direction of industrialisation and other big projects but in the matter of food, it is lagging behind.

Population growth is said to be the main reason for the shortage of food in the country. It is said that whatever progress is made on the food front, is annulled by the increase in the number of population. With the improvement in the health condition the average span of life has also increased. The argument seems to be convincing. But there is other side of the picture. Critics of the Government allege and rightly so that the Government's efforts for increasing the food production have not been to the extent desired. There seems to be no right planning for improving agriculture. The same old method of agricultural operation continues. Whatever attention has been given to agriculture has been done quite recently. Till the middle of the Third Five-Year Plan, no effective steps were taken to improve agriculture. It was after the mid-third five-year plan appraisal that the planners began to realise the necessity of giving priority to agriculture in the subsequent plans. And it is very likely that the fourth five-year plan which is on the anvil will give emphasis on agriculture.

OFFER TO BIHAR

The Education Commission must have in view the needs of the country while finalising its report. The Centre had also a plan to open agricultural universities and it has already opened two new universities of agriculture in other States. Bihar was also offered to open one Central University of Agriculture but the State Government took no steps in the matter. The Centre had suggested to the State Government that an agricultural university named after the late Dr. Rajendra Prasad, the first President of India, should be opened. As a matter of fact it was President Dr. Radhakrishnan, who had advised the Centre to sound Bihar Government in the matter but the State Government is reported to have taken no notice of the generous offer.

Bihar being a predominantly an agricultural State the establishment of an agricultural university was most suitable. Bihar has many agricultural colleges to serve as feeders to the University. The famous Agricultural Research Institute now located at New Delhi was formerly located at Patna. Moreover North Bihar is most suitable for agricultural experiment. If an agricultural university were to be set up it could have done at Chapra where we have already a first rate college.

Now that the Education Commission has recommended the establishment of an agricultural university in every State, it is desirable that the State Government takes lead in establishing a university of that type and name it after Dr. Rajendra Prasad."

"The stress laid by the Commission on the importance of agricultural education and the emphasis on the study of science with more pronounced vocational basis at the secondary school level are according to the educationalists here symbolic of the Commission's realistic approach to the problems of Indian education. Everybody here is agreed that work experience and social service must form the integral part of general education. This reading of the Education Commission has special significance in Kerala where educated unemployed is greatest."

(*Amrita Bazar Patrika*, 'From the States', July 17, 1966)

SECTION XIV

SCIENCE EDUCATION

Following recommendations have been made :—

1. *Utilization of our scientific manpower.* We must strive our utmost to achieve high efficiency—higher even than in the industrially developed countries.

2. *Science from the earliest stage.* The need from the earliest stage of science education for a proper understanding of the basic principles and the process of scientific abstraction and creative thinking must be emphasized. Science teaching at all levels has to be creative teaching.

3. *Special responsibility of the planning boards.* The academic planning boards to be set up in every university should assume special responsibility for advanced planning of the requirements of academic staff; it should keep in touch with the relevant centres of advanced study; and where it appears necessary to pre-select would-be staff members and arrange for their special training.

4. *Special courses.* Everything possible should be done to use top ranking professionals to the best advantage of the community through organization of short period courses in special fields to which students from other parts of the country be invited. Alternatively, the teacher could spend part of his time at other institutions or universities interested in his line of speciality.

5. *Exchange of teachers.* The UGC scheme for the exchange of teachers be enlarged in scope and adequate financial support be given to it.

6. *Visiting professorships.* It will be most desirable to provide a number of visiting professorships on contract appointments for a period of two to three years. Some of the internationally famous Indian scientists at present working abroad as well as distinguished foreign scientists could also be invited.

7. *Regional imbalance in enrolment.* Deliberate efforts should be made to raise the element in the States in which it is at present substantially below the all-India average.

8. *Curriculum revision.* There is an urgent need of revising drastically the under-graduate and post-graduate curricula.

9. In our science departments a proper balance between experimental and theoretical aspects should be maintained. Special and urgent attention should be paid to the development of experimental physics and chemistry. In the field of biology the study of micro-organisms and their role in medicine and agriculture deserves much more attention than is generally the case.

10. *Workshops.* There should be well-equipped workshops in every college and university department of science. Students should be encouraged to learn the use of workshop tools and get acquainted with some of the essential laboratory techniques and practices. The workshops should work more intensively than is usually the case. It would be desirable to permit their use by industrial workers enrolled for evening and correspondence courses.

11. *Practicals.* Students in science subjects should have some knowledge of the theory of errors, basic statistical concept, and statistical design of experiments. We are of the view that apart from the evaluation of class records and the experiments performed by students, there need be no practical examinations as part of the final examination.

12. *Combination courses.* There is an urgent need to introduce an element of flexibility and innovation in the organization of the present M.Sc. course.

Apart from the basic two-year M.Sc. courses, there is need to provide one year courses, or of even shorter period, for specialized training in subjects relevant to present scientific, industrial and other needs.

13. *Evening and correspondence courses.* It would be desirable for universities and engineering institutions to enrol qualified industrial workers for evening and correspondence courses. Apart from the usual diploma and pass degree courses, special courses to train precision mechanics, laboratory technicians and other skilled operators should be organized.

There is a need for the introduction of a new degree beyond the M.Sc. stage. The course could include with advantage, on an optional basis, elements of pedagogy.

14. *Books.* The IUB and the UGC should take a lead in the matter so that by the end of the Fourth Plan most of the books required at the under-graduate level and a considerable number at the post-graduate level are produced in the country.

15. *Salaries.* The salaries of engineers and scientists must be related to the Indian GNP roughly in the same way as it is related in the industrialized countries.

16. *Continuous production of objective information.* Within the UGC organization an important place should be given to the continuous production of objective information by the most advanced methods available on university research in India and on its impact on Indian society. Publication of qualitative research apart from good teaching ability, should become one of the basic criteria for advancement of teachers in their university career. Gifted students even at the under-graduate stage should be encouraged to participate in some form of research activity.

17. *Support and encouragement for research.* Deliberate support and encouragement of advanced study and research in our universities should become a fundamental goal of our national science policy.

The healthy relationship between university science and government institutions is of central importance in ensuring a balanced and fruitful inter-connection between Government and science generally.

It is important that more and more university personnel—that is, teachers and students—should perform more and more research work of a better and still better quality. As an ultimate goal every university teacher in India should become a researcher, and every university researcher should become a teacher.

18. *Post-graduate students and research.* It should be made possible for selected post-graduate students to spend a term or two of their regular training in another university or research institution specializing in the subject of their interest.

19. *Travel grant.* The UGC scheme of assisting research workers, teachers and laboratory technicians to visit universities and research institutions for short periods should be considerably expanded.

20. *Team work.* It should be a part of university research policy to eliminate ruthlessly spurious and parasitic team work.

The number of research students under the supervision of the head of the department or any other teacher should be limited. Research students should also be assigned to younger members of the staff.

21. *Equipment.* Measures will have to be found for efficient use of existing equipment, and import only such equipment, as cannot be produced within the country and import is inescapable.

The UGC and the CSIR should actively encourage and support some of the universities to organize instrument calibration and repair service for the general use of the universities. Training of laboratory technicians should receive high priority.

22. *Administration of science departments.* The administration of science departments needs to be radically reorganized, and without delay.

If a science department is to make the fullest use of its resources, it is necessary to associate the staff with the administration and decision making in the department.

23. *Applied work.* Applied work such as developing important new techniques or designing and fabricating special instruments or apparatus should receive proper recognition.

24. *Fellowship for overseas training.* Apart from fellowship awarded by foreign agencies, there is need for instruction by the Government of a limited number of research fellowships to be awarded every year for study and research abroad.

25. *University research expenditure.* By the end of the decade something like a quarter of the total university expenditure should be devoted to research.

26. The UGC should make separate allocation to the universities for support of research.

27. *Basic research outside universities.* Institutions doing basic research outside universities should be brought within the university or linked with universities.

Setting up of special institutions for basic research separate from teaching should be avoided.

28. *National Science Advisory Committee.* An advisory body on National Science Policy should be constituted.

The Scientific Advisory Committee to the Cabinet be reorganized, and provided with an effective secretariat with a professional component adequate to its tasks.

The Chairman should be a professional scientist or engineer or science administrator of high standing.

29. *Priorities for research.* Priorities for research should be guided by the national needs.

SECTION XV

EDUCATIONAL FINANCE

Increase of $4\frac{1}{2}$ Times in Expenditure—Plan Suggested for 20 Years

An increase of $4\frac{1}{2}$ times in the per capita expenditure on education during the next 20 years is "absolutely indispensable if a breakthrough is to be made in educational development in the first instance and in total national development in the long run," according to the Education Commission.

It says the per capita expenditure has increased from Rs. 3.20 at the beginning of the First Plan to Rs. 12.10 at the end of the Third Plan. But it should rise to Rs. 17.30 by the end of the Fourth Plan, Rs. 24.70 by the end of the Fifth Plan, and Rs. 54 by 1985-86.

"It would be possible to go even beyond it by making a more strenuous effort to reduce the birth-rate or to increase the rate of economic growth."

RATE OF INCREASE

The educational expenditure increased from Rs. 114.4 crores in 1950-51 to Rs. 600 crores in 1965-66—an annual increase of 11.7 per cent, against the annual economic growth rate of four per cent.

A further 10 per cent, annual increase in expenditure taking the total to Rs. 966 crores in 1970-71, Rs. 1,556 crores in 1975-76 and to Rs. 4,036 crores in 1985-86 has been envisaged.

The expenditure in terms of the percentage of national income is proposed to be raised from 2.9 per cent in 1965-66 to 3.4 per cent in 1970-71 and six per cent in 1985-86.

Even with these targets the gulf between the educational expenditure in India and that in the industrially advanced countries would continue to be wide. For instance, in 1962 the per capita expenditure on education was Rs. 244 in Japan, Rs. 295 in France, Rs. 378 in the Soviet Union, Rs. 515 in Britain and Rs. 1,175 in the U.S.A.

The Commission has warned against a mere adoption of the educational techniques of these countries. "If we do so, we face the hopeless task of putting a modern system of education into a traditional budget."

USE OF FUNDS

The Commission has also emphasised the need for a more rational use of educational funds. "We cannot help feeling that, even at the level of expenditure that has already been reached, the overall picture of education development would have been much better if a different pattern of investment had been adopted or an alternative set of priorities accepted or the intensity of utilisation had been greater."

According to the Commission the future pattern of investment would change from decade to decade. In the first decade the emphasis should be on a larger investment at the school stage, mainly because it would be necessary to upgrade the salaries of school teachers.

In the second decade emphasis will have to be placed on adding one year to the school stage and vocationalising secondary education.

In the third decade the programmes at the secondary stage would be nearing completion and the emphasis would shift very largely to the development of higher education and research.

SECTION XVI

ADULT EDUCATION

Liquidation of Illiteracy

The Commission stressed that every possible effort should be made to eradicate illiteracy from the country as early as possible and in no part of the country, however backward, it should take more than 20 years. The Commission urged that the national percentage of literacy should be raised to 60 per cent by 1971 and to 80 per cent in 1976.

Suggested Measures

As a first step to arrest the growth of illiteracy following measures have been suggested :—

- (a) Expansion of universal schooling of five years' duration to the age-group 6-11 ;
- (b) Provision of part-time education to those children of age-group 11-14 who either miss schooling or drop prematurely out of the school ; and
- (c) Provision of part-time general and vocational education to the younger adults of the age-group 15-30.

Adoption of a Two-fold Strategy

For the liquidation of illiteracy two-fold strategy comprising the selective approach and the mass approach has been recommended by the Commission.

Selective Approach

Under this approach programmes are to be adopted for specified groups of adults which could be easily identified, controlled and motivated for intensive literacy work. It should be the responsibility of all employers in large farms and commercial, industrial contracting and other concerns to make their employees functionally literate within a period of three years of their employment. If necessary a law may be enacted for this purpose. Big industrial plants in the public sector should take the lead immediately and set the pace in this important direction. Every development project should include, as an integral part, a plan for the education of its employees, more

especially of those who are illiterate. Literacy programme should constitute an essential ingredient of all schemes launched by Government for economic and social developments.

Mass Approach

This approach postulates the mobilisation of all available educated men and women in the country for raising a force to combat illiteracy and utilise it in a well-planned literacy campaign. This will involve the teachers and students and all educational institutions. As a part of compulsory national service programme the students in the higher primary, secondary, higher secondary, vocational schools and those in the under-graduate classes of the universities and colleges should be required to teach the adults. Every educational institution should be given responsibility of liquidating illiteracy in a specified area.

Literacy campaign should be launched with careful planning and preparation.

Condensed Courses for Adult Women

With a view to promote literacy among women the condensed courses for adult women sponsored by the Central Social Welfare Board have been recommended by the Commission. The Commission also suggests that 'village sisters' should be encouraged for teaching village women and organizing adult education among local community.

Use of Mass Media of Communication

The Commission stressed the use of the mass media of communication as a powerful instrument for creating the climate and imparting knowledge and skills necessary for improving quality of work and standard of life.

Follow-up Programmes

Adequate follow-up including further education, the use of library, and the production of reading material is very essential for retaining the literacy achieved.

Continuing Education

The Commission recommends that educational institutions of all types and grades should be encouraged and helped to throw open their doors outside the regular working hours to provide such courses of instruction as they can to those who are desirous of receiving education. This implies the creation of a parallel part-time system of education which would provide adults with opportunities for taking the same diplomas and degrees as students in schools and colleges.

Ad-hoc Courses

The Commission suggests that the educational institutions should give the lead in organising *ad-hoc* courses which will help people to understand and solve their problems and to acquire wider knowledge and experience.

Correspondence Courses

Correspondence courses should be organised on a large scale in order to bring education to those who are unable even to attend part-time courses.

Following points to be considered while organising such courses :—

1. Opportunities to students taking correspondence courses should be provided to meet the teachers occasionally.
2. They should be given the status of recognised students, and where possible be attached to some colleges in order to enable them to make use of the library and other facilities.
3. Correspondence courses should be supported by well-coordinated radio and television programme.
4. Correspondence courses should not be confined to preparing students for the university degrees but should also provide agricultural, industrial and other workers such special courses of instruction as would help them to improve production.
5. Correspondence courses should be made available for those who desire to enrich their lives by studying subjects of cultural and aesthetic value.

Correspondence Courses for Teachers

These should be developed for the teachers in schools to keep them abreast with new knowledge as well as with new methods and techniques of teaching.

Establishment of a National Council of Home Studies

The Commission suggests that the Ministry of Education in collaboration with other Ministries should establish a National Council of Home Studies, for the purpose of accreditation and evaluation of agencies which provide correspondence courses, identification of the areas in which different types of correspondence courses would be of benefit, promote creation of such courses through proper agencies, and to conduct evaluation and research.

Opportunity to take examinations conducted by the Secondary Education Board and Universities in the country should be made available to those who wish to work on their own without any assistance.

The Libraries

The Commission made two important observations:—

- (i) School libraries should be integrated in the system of public libraries and be stocked with reading material of appeal both to children and neo-literates.
- (ii) The libraries should be dynamic and set out to educate and attract the adults to use them.

Role of Universities

The Commission feels that the universities in India should assume a much larger responsibility for educating the adults. They could undertake many programmes.

In order to have an efficient machinery for launching carefully planned adult education programmes, each University should establish a Board of Adult Education with representatives from all departments involved in adult education programmes. Universities should also set up Departments of Adult Education.

Universities should be financed and equipped for carrying out the adult education work.

Organization and Administration

The Commission recommends the establishment of a National Board of Education on which all relevant Ministries and agencies would be represented. Similar bodies should be set up at the State and district level.

Voluntary agencies working in the field of adult education should receive every encouragement, financial and technical.

Need for Vigorous and Sustained Implementation

The Commission observed, "We realise that there is probably nothing new in what we have said above about the main weaknesses of the existing educational system—its inappropriateness, lack of quality and inadequacy, or some of the reforms proposed. All this, and more, has been said in the past and not infrequently, said better. . . . In spite of all this continuous and voluminous thinking, the development of education in the post-independence period leaves much to be desired ; and as the Government Resolution appointing the Commission has pointed out, 'a wide and distressing gulf continues to persist between thought and action' and 'programmes concerning the quality of education, even when these were well-conceived and generally agreed to, could not be implemented satisfactorily'. It is this aspect of the problem that should now be our major concern.

We would like to emphasize in this context that there is no place for such half-hearted policies in the days ahead. Educational reconstruction, some of the essential features of which have been indicated above, is crucial for our future. The economic prosperity of the country, the social and national cohesion of its life, the level of its cultural and spiritual development, its place in the comity of nations and its contribution to the life of Man—all these essentially depend upon the quality of men and women we have ; and this, in its turn, depends upon the education we provide. It has to be substantially accomplished in the next fifteen to twenty years and almost completely within the life-span of a generation at the most. It is unusually difficult because it has to be accomplished with comparatively meagre resources in financial and material terms. Above all, the task is supremely urgent, not merely for national growth or progress, but even for mere survival. We stand at a critical cross road of history where we must choose between good education and disaster. We must either build up a sound, balanced, effective and imaginative educational system which will meet our developing needs and respond to our challenging aspirations or be content to be swept

aside by the strong currents of history. We dare not ignore the pressure of the new forces that are pressing upon us. In an age when science and technology are on the march, when knowledge is increasing with bewildering speed, when the traditional ways of life are being relentlessly challenged, when people will not take their unjust not in life for granted or accept the deprivations from which they have been suffering for centuries, when political, geographical and ideological frontiers are not only ceasing to be sacrosanct but breaking down before our eyes, education has obviously a new and revolutionary role to play. It cannot be content either with doling out measured quantities of traditional and outdated knowledge or just preparing people for some pre-determined role in life. They have to be trained to live in a dynamic society, armed with new knowledge, equipped with efficiency of mind and body and specifically educated to solve the new problems that are being thrown up in this tempo of quick changes. We venture to hope that, faced with a situation of this kind, the country will refuse to be content with a *laissez faire*, apologetic, half-hearted educational policy but will awaken to the nature of the new challenge and realise the intimate relationship between education and total national reconstruction."

Three Essentials for Successful Implementation. "A vigorous and sustained implementation of such great programmes demands three things—*conviction, sacrifice and passion.*" In the past, we have failed on each of these three counts.

Conviction

"For instance, even in the post-independence period, the Central and State Governments have lacked the conviction that educational reconstruction is the *key* to the over-all development of the nation. Consequently an adequate priority has not yet been given to education in our national plans for development. It is perhaps for this reason that, although apparent 'platitudes' about education tend to be repeated and pressed in all quarters, they have so far failed to cut any ice at the deeper levels of our thinking. It is our firm belief that a conviction about the crucial role of education in national development that can provide the psychological motivation and energy needed for a vigorous and sustained programme of implementation which we have lacked so far. This is why we have tried to emphasize the role and significance of education. We hope this may carry conviction to wielders of power and makers of policy at all levels. We also realize that this conviction will depend essentially upon the extent to which education is effectively and demonstratively related to the life, need and aspirations of the country. This is a task major for the educators and it is the urgency of this that we have emphasized throughout our Report."

Sacrifice

"Nor have we sacrificed enough for educational development. It is true that the total educational expenditure has increased consi-

derably in the post independence period. But if due allowance is made for the rise in prices, the cost per student in 1965-66 is often lower, in real terms, than in 1950-51. Even the axe of retrenchment first falls on programmes of educational development; and when education is being starved for funds, other programmes often get large allocations. These policies will have to be changed, especially in view of the large financial efforts that will have to be made in the next twenty years in raising the total educational expenditure per head of population at constant prices, from Rs. 12 in 1965-66 to Rs. 54 in 1985-86."

Passion—Dedicated Leadership

"The third essential requirement for successful implementation is dedicated leadership. Implementation of educational reforms has not succeeded in the past mainly because it has not yet been able to create an adequate number of teachers and administrators inspired with a missionary zeal to stand behind crucial ideas long enough to enable them to take root, grow and flower. Such a band of inspired workers existed between 1890 and 1947 when the country was under foreign domination and the struggle for freedom was on. They refused to accept well-paid government jobs (which were then readily available), and started private schools for the spread of education, out of the work of these unknown workers was born a great movement that helped the country to win freedom. Today, the nation is facing an even greater challenge—the challenge of hunger, unemployment, ill-health and poverty. This challenge can be met only through a revitalised system of education which, in its turn, can only be created if the leaven of idealistic teachers and administrators, again exists. Idealism is needed now more than ever, in all walks of life but especially in education. It may not be easy to plan for it; but it is doubtful if anything worthwhile will be achieved if we cannot generate it in fair measure."

"Education thus needs and demands, more than anything else, hard work and dedicated services of millions. In particular, it presents a supreme challenge to the students, teachers and educational administrators who are now called upon to create a system of education integrally related to the life, needs and aspirations of the people and to maintain it at the highest possible state of efficiency. It is upon their response to this challenge that the future of the country depends."

Education and Basic Problems of Life

We began this Report by saying that the basic problems in life cannot be solved except through the development of education. In this concluding Chapter, we would like to emphasize that an ideal development of education is not possible unless the basic problems in life are squarely faced and resolutely tackled. It may not be possible at all to provide good and effective primary education of 7 or 8 years to all children unless a programme of family planning is

developed in a big way and India, which is now essentially a nation of children and youth, is converted into a nation of adults. The large financial investment which is needed for educational development and the millions of jobs which young persons coming out of the educational system year after year will need will hardly be created unless economic growth is greatly accelerated. The upgrading of the scales of pay of teachers on the principles we have recommended will not be feasible unless an appropriate incomes policy is developed. It will not be possible to create the climate of hard work and dedication which is so essential a pre-requisite for improving the quality in education unless a firm socialistic orientation is given to our economy and every individual feels confident that he will have his legitimate share in the prosperity of the nation. This highlights the inter-linking of education and national development still further."

Emphasis on Three Points

1. *The Report of a Commission is not a Substitute for Action.* It is but a spark that ignites a whole series of actions. While we need good plans, we need vigorous implementation even more.

2. *Time is the Essence of the Problem.* The next ten years are crucial and the future of the country largely depends upon what is done about education in this Plan and the next. There is not a day to lose. The decisions on this Report must be taken quickly. Action must start forthwith and continue at an ever-increasing pitch of intensity for the next two or three decades.

3. *The Responsibility of Implementing this Report is Primarily that of Government—Central and States.* Education, which is a tool of national development, must also become a national concern. The responsibility for fashioning it properly is, therefore, primarily of the Government and of the leadership of the country. If they will not accept it, no one else can.

The stakes are too big to be taken lightly. As we have emphasized earlier, the entire future of a country with a past extending over six thousand years of history, the welfare of one man out of every seven in the world, even the future of democracy and free societies, is in the balance. We trust that for this tremendous challenge, there will be an adequate response."

Concluding Statement (*The Times of India*, July 3, 1966)

"But whatever the difficulties, the Government must make a genuine effort to implement as much of the report of the Education Commission as it can. The country's biggest asset is its human resources and the more it invests in them the richer will be returns in terms of general well-being. It must be remembered that no development plan can succeed in the long run if it fails to relate the education system to the larger social and economic goals."

